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ABSTRACT

In 1986 the National Governors' Association defined the following areas of educational policy targeted for improvement: (1) leadership and management; (2) teaching; (3) parent involvement and choice; (4) readiness; (5) technology; (6) school facilities; and (7) college quality. In addition to profiling new state initiatives in each of these seven target areas, this report describes state efforts to track the results of earlier education reforms and summarizes what has been learned. Education policies for each state are highlighted. Data in the following areas are provided for each state: (1) attendance; (2) high school graduation; (3) demography; (4) enrollment; (5) school districts; (6) English proficiency; (7) minority enrollment; (8) school lunch program; (9) higher education; (10) per pupil expenditures; (11) pupil/teacher ratio; and (12) teacher salary. Data are provided on eight charts and tables. (BJV)

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THE GOVERNORS' 1991 REPORT ON EDUCATION

RESULTS IN EDUCATION:

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The Governors' 1991 Report On Education

RESULTS IN EDUCATION: 1988

National Governors' Association

The National Governors' Association, founded in 1908, represents the Governors of the fifty states and the Commonwealths of Puerto Rico and the Northern Mariana Islands, and the territories of American Samoa, Guam, and the Virgin Islands. Its missions are to influence the development and implementation of national policy and to apply creative leadership to state problems.

NGA membership is organized into seven standing committees in major substantive areas: Agriculture and Rural Development, Economic Development and Technological Innovation, Energy and Environment, Human Resources, International Trade and Foreign Relations, Justice and Public Safety and Transportation, Commerce, and Communications. Special committees and task forces are formed in response to principal concerns of the Governors.

The NGA Center for Policy Research serves as a vehicle for sharing knowledge of innovative programs among the states and provides technical assistance to Governors. The center manages a variety of federal grants, foundation-funded activities, and state demonstration programs in areas that include education, economic development, labor market and occupational analysis, socioeconomic forecasting, health care financing alternatives, job training, and state human resource management systems.

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FOREWORD

In 1986, the National Governors' Association, under the leadership of Governor Lamar Alexander of Tennessee, defined a five-year agenda for improving education. That agenda challenged us to create a more highly professional teaching force, strengthen school leadership and management, promote greater parental involvement and choice, help at-risk children and youth meet higher educational standards, make more effective use of new technology in education, utilize more efficiently the resources we invest in school facilities, and strengthen the missions and effectiveness of colleges and universities.

This volume, *Results in Education: 1988*, reports on our progress over the past two years in addressing those challenges. And, because Governors are concerned about results, we are not content to report simply on the actions states have taken in response to our agenda. Our goal is not merely to review new state programs and policies for their own sake; we must keep track of the results of these actions as well. That is why, starting with this year's report and continuing through 1991, we will report on the consequences of state initiatives and the lessons to be learned from them. And we encourage states to improve attention to results and to monitor educational quality.

Already we have numerous examples of progress to cite. Since our recommendations were published in August 1986, an amazing number and variety of initiatives have been launched and expanded in our states to address these and other issues. We believe these initiatives are crucial to improving our educational system in order to give our young people the best possible start on a future that will soon take us into the 21st century.

Those of us who chaired task forces in preparation of *Time for Results* wanted to go beyond issuing a report. We joined with U.S. Secretary of Education William Bennett in an agreement to work with school districts to test the recommendations of our report. Each Governor selected two school districts in his state with the leadership, commitment, and community support to move forward with some of the key reform initiatives. Representatives from these sixteen districts, along with representatives from the U.S. Department of Education and NGA, have been meeting together on a regular basis to share information and ideas.

This is an important year for education in the United States. Secretary Bennett has published a follow-up to *A Nation At Risk*, entitled *American Education: Making It Work*, which reminded us that much remains to be done to ensure that every American child has an opportunity to receive a quality education.

In addition, presidential, congressional, gubernatorial, and state legislative elections in 1988 give national and state policymakers another opportunity to focus attention on education and discuss with the electorate how best to approach the challenges still ahead of us.

(continued)

New Hampshire Governor John Sununu, the 1987-88 chairman of the National Governors' Association, helped us focus on issues related to federalism and the states during his term of office. That focus is particularly relevant when looking at the different roles that states, communities, and the federal government must play to continue meaningful education reform.

The National Governors' Association is committed to moving education reform forward, and our five-year commitment to this project signals our resolve to see that real education reform takes place in our states.

The future of America depends on our success. Governor Bill Clinton of Arkansas, last year's chairman of the National Governors' Association, led the Governors in an important parallel study of the barriers to work that many Americans face and a study of jobs, growth, and competitiveness in the United States.

Developing strategies to deal with many of America's major problems—such as a continued dependence on a welfare system that doesn't work and a literacy rate that is far too low to keep America's workers competitive—make it clear that educating children, young people, and adults will be the primary focus of states in the years ahead. As we move closer to the 21st century, state actions in education become even more crucial.

We see the drive for a nation made more competitive by education in the increasing calls by Governors, school officials, and others for better data on student performance in the United States. Governors are interested in accountability—how well are our students performing? How do they rate against students from other nations? Will they be prepared to confront the increasingly technological and competitive world of the 21st century?

We need better indicators of educational progress. We need to know what our students know, what they should know, and what kinds of programs will help them learn what they need to know.

We look forward to the expanded role and scope of the National Assessment of Educational Progress and the work of the Council of Chief State School Officers in developing better education indicators for states to use. The efforts contained in this document are parallel efforts, we believe, to harness the best information about good practices and policies that are underway in our states.

John Ashcroft

In 1986, the National Governors' Association released *Time For Results*, a call for sweeping changes in the education system. Because the Governors understood that fundamental reform requires both time and continued attention, they committed themselves to reporting annually on the progress states have made toward implementing their ambitious five-year reform agenda. *Results in Education: 1988* is the second of these reports. In addition to profiling new state initiatives in the seven target areas defined by the Governors, this report describes state efforts to track the results of earlier education reforms and summarizes what has been learned.

Today's complex and continually changing economic and social circumstances require an education system that prepares students for life in the 21st century. Whereas in the past basic skills were adequate for most students and a drop-out rate of 15 to 20 percent was tolerated, this is no longer acceptable. The challenge for the future is to increase the holding power of schools so that all students graduate. But more important, all students must acquire greater depth of knowledge and the more complex thinking skills required for future success.

Ensuring improvement in education requires a results orientation. States and schools must define their goals and objectives; develop, implement, and monitor new practices and programs; and then adjust them as required. States can help by defining central education goals and by measuring their progress toward those goals. States should also monitor the implementation and impact of state reform initiatives and use the information they obtain not only to make policy adjustments but also to inform the development of new policies.

HOW DO STATES ASSESS RESULTS?

A number of states have set up monitoring systems to learn from the results they are getting. Many, such as Massachusetts and Utah, have conducted evaluation studies of specific programs or initiatives, carefully tracking their implementation and effects. In other states, including Arkansas, South Carolina, and Tennessee, legislatures have established special oversight committees to monitor the progress of comprehensive reforms. State boards of education in Connecticut, Illinois, Mississippi, and elsewhere issue annual progress reports on both specific reforms and state board goals.

Since 1985, fourteen states have participated in administering the National Assessment of Educational Progress (NAEP), generally to a statewide sample of their students. This practice has enabled each state to compare its performance to that of the other states and to national and regional averages.

By far the most prevalent monitoring practice among states is reliance on tests. There has been a virtual explosion in state testing efforts. According to a study recently conducted by the Council of Chief State School Officers (CCSSO), twenty-seven states have adopted thirty-seven new testing programs since 1985 alone. Currently, forty-eight states have state testing programs or provide for local testing.

More testing alone will not automatically lead to *better* results. States must first establish educational goals that reflect the broad societal needs schools must serve in the future. They must also ensure that goals and outcome standards are not limited to those that currently can be measured; rather, states must invest in developing ways to measure the outcomes that truly matter.

"Improving our educational system is not a sprint; it is a marathon. Our additional investments must be made with the long view, and they must be carried forward into 1989 and beyond."

Kay A. Orr
Governor of Nebraska

According to the CCSSO study, some forty states gather data on student attendance and high school completion rates. (In contrast, fewer than twenty track the attainment of students after they leave high school, and only fourteen gather data on student attitudes. Even fewer regularly monitor parental or community attitudes toward the schools.)

Despite this growth, it is currently impossible to compare state results because of the variations among state testing programs. There is no common measure of student performance. This picture may begin to change. New legislation permits NAEP to administer a state-by-state mathematics assessment in 1990. In subsequent years, fifty state NAEP assessments in reading, science, and other subject areas are planned.

Unresolved Issues for States

As state efforts to monitor educational performance grow in scope and importance, new issues arise about the measurement of performance and the use and reporting of performance data. Some of the issues with which states will struggle include the following:

Test what's important to know, not just what's easy to measure. State testing programs can have a powerful effect on curriculum and instruction, so it is important to ensure that they adequately reflect the knowledge and skills students will need most for the future.

In the past, state testing programs have concentrated on basic skills performance, especially in reading and mathematics. Basic skills are easily measured through familiar multiple choice tests. However, basic skills, as conventionally defined, are not nearly enough any more. In the future, intellectual flexibility will be valued highly. Students must be able to communicate complex ideas, respond to novel situations, and learn new skills. Rather than simply selecting the correct answer, they must be able to formulate the right question and then develop and sort through alternative plausible responses. Yet such higher order skills are not measured in most state testing programs. Consequently, states must move to give adequate attention to assessing these skills.

Several states have been working to upgrade their testing programs. Illinois and Michigan have designed new reading assessment tools based on the most recent research on how students learn to read. California has been revising the California Assessment Program tests for both the eighth and twelfth grades, to increase substantially their emphasis on higher order thinking skills, problem solving, writing, and science. These changes in California's testing program are coupled with changes in state curriculum guidelines. Together, these developments will have a powerful and positive influence on instruction in the California schools.

Pencil and paper tests are just one method of measuring what students know and can do. There are other alternatives. In England, for example, students are evaluated on their science experiments; they are observed while they conduct these experiments, and their performance is judged. Pencil and paper tests for science ask students not only to produce the correct answer, but also to demonstrate the reasoning that led to their answer. In the United States, schools affiliated with Ted Sizer's Coalition of Essential Schools at Brown University are taking a different approach. In these schools, students will be able to demonstrate their ability to integrate and apply the knowledge and skills they have acquired through a variety of real-life performances, such as research studies or portfolios.

STATE PUBLIC ACCOUNTABILITY POLICIES K–12

- No Public Report of State-required Student Test Scores
- Test Scores Reported to Public
- State Response* Triggered by High or Low Accountability Reports

NOTE: *E.g., allocation or withholding of funds, provision of technical assistance, exemption from state regulations.

SOURCE: Council of Chief State School Officers Survey, 1988

"We will institute a measure of performance for our schools that is realistic, fair, and very clear in its intent to show us where we really are in education."

Wallace Wilkinson
Governor of Kentucky

Don't rely on tests alone as measures of school performance. Important as they are, tests should not be the only method of evaluating school performance. In the future, all states will need to rely on a broader range of indicators of both student behavior and school performance.

Other indicators of student behavior such as attendance rates, course enrollment patterns, and postsecondary enrollment rates, also are important.

A complete assessment requires an understanding of the overall strengths and weaknesses of both individual schools and the education system as a whole. Only when data on both outcomes and practices are available can state policy initiatives be targeted to those aspects of the system that need strengthening.

A number of states have already begun to expand the range of data they collect and report about schools. For example, in the CCSSO study, twenty-two states reported that they regularly interpret student achievement data in relation to other factors. These are generally limited to demographic measures, such as socioeconomic background or race. They occasionally include data about school resources, such as per pupil expenditures or average teacher and administrator salaries for schools or districts, or instructional conditions, such as student course enrollments.

These are important initial steps toward the improvement of state assessment systems. There is more to be done. Few states currently have either accountability or other data collection systems that can inform the policy questions that must be addressed. States must develop data collection systems and indicators that reflect a broad range of desired student outcomes, the nature and quality of local practices and programs, and the allocation of resources. On a periodic basis, special studies that explore particular problem areas in greater depth also will be required.

Report performance data for each school. Keeping the public informed is integral to assuring accountability in the education system. The primary focus should be on individual school buildings because school staff collectively, rather than the entire school district or individual teachers, hold primary responsibility for helping students learn.

Both California and Illinois issue annual *school* report cards, which provide a range of data about the conditions and performance of the school. For example, in Illinois the report card contains such indicators as the percentage of students placed in the top and bottom quartiles of nationally normed achievement tests, student attendance rates, the percentage of students not promoted to the next grade, and graduation rates. For these and similar measures, the report card indicates each school's current performance, as well as district and statewide performance and the following year's targets for the school and school district. The reports also include data on such indicators as class size, average teacher salary and other expenditures, student enrollments in particular courses, and curricular tracks.

The Performance Report for California Schools includes school data on course enrollments, student performance on state assessment measures and other achievement tests, and dropout and attendance rates. It also compares the school's current performance with its previous performance and with that of comparable schools, the statewide average, and the statewide targets. Thus, the public has information to evaluate schools from a variety of perspectives.

Other approaches also are possible. For example, state assessment efforts at the postsecondary level generally provide considerable flexibility. Instead of relying on uniform

"I will not allow educational excellence to become last year's fad, something to be rolled out with great fanfare and then forgotten."

Edward D. DiPrete
Governor of Rhode Island

measures applied statewide, state initiatives allow postsecondary institutions to utilize assessment tools that are appropriate to their mission. This technique places a premium on the involvement of faculty in setting standards, selecting methods of measurement, and defining student outcomes. As experience with both elementary and secondary and postsecondary assessment systems grows, states should examine how lessons at each level can inform further developments.

Link results to rewards and sanctions for schools. In *Time For Results*, the Governors recommended that states provide rewards and incentives for improvements and effective intervention where performance is consistently poor. Yet, despite increased state attention to results, rarely does especially good or poor performance at the district or school building level affect specific state actions. According to the CCSSO study, only nine states provide any type of financial reward or recognition to schools or districts with high achievement levels. In only five states are schools rewarded with increased resources. In twenty states, low performance by districts or individual schools triggers some specific actions. In most of these cases, it results in technical assistance and the requirement that the district or school develop an improvement plan. In some instances, remedial funds are provided. In a few cases, such as in Georgia, Kentucky, New Jersey, and South Carolina, persistently poor performance by a district coupled with other deficiencies may lead to a declaration of academic bankruptcy or deficiency. To rectify the situation, the state intervenes directly in the governance and management of the district.

Generally, however, performance and results are not connected. Where they are linked, help is given to low achievers rather than rewards to high performers. State accountability systems continue to be heavily weighted toward regulating the level and use of educational resources, rather than monitoring the outcomes of educational practices. Yet, if new local practice is to be stimulated and supported, state accountability systems must be changed to assess the overall performance of the school and to reward educators at the school level.

A few states are doing this already. South Carolina provides discretionary resources to schools that meet state criteria for gains in student achievement, student attendance, and teacher attendance. Through the recently enacted REACH (Rewarding Educational Achievement) Program, Massachusetts will provide discretionary resources to schools that show significant improvements in basic skills performance and in reducing student dropouts. In subsequent years, the REACH program will include rewards linked to school performance on a broader set of educational goals adopted by the state board of education. Other states, such as Florida and Indiana, also have implemented programs to reward individual schools for results. And during the past year proposals to create school incentive programs were introduced in Kentucky and Pennsylvania.

Strengthening state assessment systems in the directions suggested above is a difficult task. It should begin with a thorough review of existing data collection and reporting systems. In many cases, states will need to add some elements and discard others. States also must ensure that the various data collection and reporting systems on which they rely —such as testing programs, compliance monitoring, and accreditation systems—are well coordinated, providing comparable data wherever possible.

Finally, states must consider the organizational arrangements that will enable them to collect, analyze, and utilize

assessment and related data. In most states, primary responsibility for these functions will fall to the state education agency, although other arrangements are possible as well. South Carolina established a public accountability unit within the state education agency as part of its education reform legislation. The unit reports to the state superintendent, the state board of education, a legislative oversight committee, an independent blue ribbon commission, and the Governor. In California, researchers at the University of California at Berkeley and Stanford University formed Policy Analysis for California Education (PACE). Relying on both private foundations and some state funding, PACE produces reports and analyses on a variety of education and children's issues, using data collected by state agencies and its own research studies. And PACE has established direct relationships with education policymakers and the media so that its work is responsive to current state policy needs.

"We need more accurate assessment mechanisms to measure student progress not only academically, but in key indicators such as attendance and graduation rates."

Roy Romer
Governor of Colorado

NEXT STEPS FOR STATES: RESTRUCTURING THE EDUCATION SYSTEM

Meeting the twin challenges of substantially reducing the dropout rate and assuring that all students acquire the depth of knowledge and complex thinking skills required for future success will require a fundamental restructuring of the education system. At the heart of *Time For Results*, this message was reinforced by the Governors last year in *Bringing Down the Barriers*. State policymakers—together with local policymakers and educators—must address this task.

What aspects of the current organization and structure of the education system must be changed? Attention must be given to several areas simultaneously.

New approaches to curriculum and instruction are required. As noted above, the curriculum must incorporate the teaching of higher order skills for all children. Teaching strategies and learning activities, school goals and assessment tools—all should reflect these higher order skills. More flexible ways of organizing instruction also will be required: new scheduling arrangements to allow for larger blocks of time for more in-depth instruction and more flexible and varied approaches to the grouping of students, with an emphasis on peer tutoring and other forms of cooperative learning.

Decisionmaking authority should be decentralized. The most educationally important decisions are made at the school site, not at the central office or the state capital. Teachers and administrators in each school must work together to decide how best to educate the youngsters in their charge. This means teachers should be involved integrally in making decisions about the teaching practices and instructional materials they will use in their school. As educators in each school acquire the authority to make these and other decisions, they must also assume responsibility for the consequences of their decisions. And they must involve parents and other community members in the process.

Changes must be made in teachers' roles and responsibilities and school staffing patterns. Teachers will need time out of the classroom to work with each other. This is not possible if a teacher's role is largely limited to instructing and supervising students. New roles for teachers must be developed. For example, "lead" teachers would devote part of their time to instruction and the rest to supervising beginning teachers, planning and developing new curricula, heading a school improvement team, or helping staff implement new teaching practices. Such new roles should enable experienced teachers to assume more responsibility without forcing them out of the classroom entirely. When someone in

each school regularly engages in these kinds of activities, all teachers become more effective.

Other staff roles must change as well. Greater use of paraprofessionals should be considered. Many special education and compensatory education programs demonstrate that instructional aides can play an important role in working with students, supporting teachers, and making more flexible instructional arrangements possible.

Staffing innovations will require even more of principals. Principals need to supply the vision to help shape new school structures and organizational arrangements, the skill to lead talented teachers, and the willingness to take risks in an environment that rewards performance rather than compliance.

School boards, superintendents, and central office staffs will need to take on new roles as well. They must become catalysts for change, by developing an overall vision, providing schools with flexibility, responding to their needs for support and assistance, and holding them accountable for results.

Preparing educators for these new roles will require profound changes in professional preparation programs and in licensure and certification standards and procedures. Institutions of higher education must be prepared to respond to these challenges.

Finally, changes to promote more discretion and flexibility at the school site level cannot be made without new accountability systems. Currently, schools must comply with state and local rules and regulations. They must have the discretion and authority they need and then be held accountable for results. States must develop measures and valued outcomes to assess the performance of individual schools and link rewards and sanctions to results.

How can states get started?

Making all of these changes simultaneously will be very complicated. While the overall direction is clear, ideas of exactly how schools could be restructured are not yet well developed. Different schools will restructure themselves in different ways, depending upon local conditions. Therefore, the task at this point is to encourage as much experimentation as possible and to help policymakers and educators learn from the results.

One way to begin is for states to create and support pilot programs at the school building or district level. States can select individual schools or districts that are willing and able to try out radically different educational practices. They can support these efforts with technical assistance and resources for planning and professional development. They can be prepared to waive state regulations that are barriers to change. They can insist that local school boards be prepared to do the same and that teachers' organizations agree to permit waivers to provisions of the collective bargaining agreements. They can insist that part of the local restructuring effort include new accountability measures in exchange for regulatory waivers.

Change in local practices will not be immediate. In most cases, it will come through a series of small steps. State and local policymakers and educators should be sure that a broad vision guides these steps, so that over time they build to achieve the fundamental changes desired. For lasting changes to occur, pilot programs must be supported for a sufficient amount of time. Each should be studied carefully, so educators and policymakers throughout the nation can learn from their experiences.

STATE POLICY OVERVIEW

"We know that we cannot succeed in the future without a better educated population. The entire workforce, from chief executives to apprentices, must have more knowledge than ever before."

Robert D. Orr
Governor of Indiana

This report is the second in a series of yearly reports to be issued by NGA through 1991. The material that follows constitutes the body of the report and presents examples of state initiatives in seven areas:

- leadership and management;
- teaching;
- parent involvement and choice;
- readiness;
- technology;
- school facilities; and
- college quality.

The examples are drawn from reports from each Governor's office and surveys of state education policies conducted by NGA and other organizations. Also presented is a chapter covering significant trends in school finance.

As readers review this report of state action, they should remember that states differ in respect to socioeconomic and fiscal conditions, economic systems, educational governance structures, traditions of state or local control, and historic patterns of investment in education. These differences are reflected in the education reform activities underway in states, and they translate into differences in the focus, timing, and breadth of each state's initiatives. Despite these differences, there are striking similarities among the states as well. Education is still a high priority for Governors and for other state leaders. States' efforts to improve their schools and colleges continue unabated. The window of opportunity for education improvement remains wide open.

State actions in 1987-88 are profiled in the following policy overview chapters. Policies and programs initiated, implemented, or proposed this past year are highlighted. Reinforcing the *Time for Results* message, these sections focus on the results states are getting in each area. In all states, some policies and programs are too new to evaluate; however, lessons learned during the policy development and implementation processes are instructive. The chapters cover both outcome evaluations and assessments of reforms in progress.

Recognizing that these results do not represent the final word on where state policies should be, the overviews present suggestions on directions states might follow to complete the Governors' education reform agenda. Each section concludes with brief descriptions of selected state programs.

LEADERSHIP AND MANAGEMENT

In *Time for Results*, the Task Force on Leadership and Management proposed a dual strategy for increasing educational productivity—strengthen school leadership and organize schools to improve student performance. The task force challenged states to develop both short- and long-term approaches to influence school site change. Recommendations urged states to:

- revise preparation, selection, licensure, and evaluation to reflect the knowledge and skills needed by effective administrators;
- reward principals and schools for performance; and
- provide incentives and assistance for restructuring schools to support higher levels of performance for all students.

During the past few years, the state focus has been on licensure, evaluation, and training as the means to upgrade the quality of school leadership. As political and business leaders and the public continue to press for quality and accountability, there is virtual consensus that administrative leadership is key to improvement. But strong administrative leadership does not imply leadership that is centralized and hierarchical. As noted in the introduction to this report, the emerging view is that raising levels of performance for all students will require schools to restructure the way they organize the work of students, teachers, and administrators.

Five trends in the area of leadership and management emerge from this year's survey of state policy initiatives. First, state policy initiatives for prospective administrators continue to focus on tightening and raising entry standards. Nine states (Colorado, Illinois, Maine, Michigan, Mississippi, Missouri, Nebraska, North Carolina, and Oregon) report revising or implementing new licensure standards. Idaho, Maryland, Minnesota, and New Jersey are currently reviewing their systems or considering recommendations for changes in licensure.

Second, unlike state policies directed toward attracting highly qualified people to the teaching profession, few state recruitment policies are designed to improve the caliber of school administrators. A few states have initiatives to expand the pool of potential administrators: Iowa's legislature funded a program to encourage women and minorities to seek positions in school administration; New Hampshire added an alternate route as part of revisions in licensure standards; and New Jersey's proposed licensure standards for principals are intended to attract individuals with executive knowledge and skills.

"It is time to focus on students as the heart of schools; it is time to rethink the relationships between local and state-level educators and consider restructuring our schools if we hope to fulfill the promises of the first wave of education reform and accomplish the goals of the second wave."

Bill Clinton
Governor of Arkansas

Next, rather than focusing on incentives to reward individual school leaders, many states are beginning to implement school-level incentive programs. South Carolina is the only state with a performance-based incentive program in place for teachers, principals, and schools. Nine states now recognize or reward schools for high or improved student achievement; in five, financial incentives are provided. This year Massachusetts adopted a plan to provide financial awards to schools for outstanding performance. Five states (Kentucky, Louisiana, Nevada, Pennsylvania, and Vermont) report that school incentives are under consideration.

Fourth, to upgrade the quality of practicing administrators, state efforts continue to focus on training, primarily through the development or expansion of leadership training institutes. A few states also are working on new administrator evaluation systems: Mississippi is developing and Delaware and Georgia are piloting new instruments, South Carolina implemented a state principal evaluation system this year, and as of 1988-89 Utah will require annual principal evaluations. During the past year, inservice training was the most frequently reported initiative for administrators, due in part to the fact that the U.S. Department of Education awarded grants in each state to establish the LEAD (Leadership in Educational Administration Development) program. In many instances, the LEAD funds were used to expand state administrator academies to serve more people, offer more long-term assistance, and develop new training capabilities beyond prior offerings. In thirty-six states, operational or fiscal program support was provided by the states. For example, the Indiana Governor's office provided staff and financial resources to the Indiana LEAD project. In New Hampshire, the Governor provided funds for a pilot school improvement project that LEAD is helping to launch.

Fifth, beyond policies for improving school leadership, states are beginning to develop initiatives that promote changes in the organization and management of schools. Arkansas, Maine, Massachusetts, North Carolina, and Washington are now planning or implementing school restructuring pilot programs that include provisions for waivers from state regulations. The goals and orientation of these efforts differ from state to state and site to site. Some of the pilots emphasize the need to change school structures so that curriculum and instruction are organized to develop higher order learning. Other pilots emphasize the need to improve the professional environment in schools through shared decisionmaking or the need to increase discretion at the school site through school-based management.

States are developing other policies that encourage changes in the organization and management of schools and more flexibility at the school level in meeting educational goals. In Pennsylvania, the Governor convened a Schools Cooperation Committee, chaired by the Secretary of Education and the Secretary of Labor and Industry, to seek nontraditional methods of improving labor-management relations in the schools. New Jersey is implementing a pilot program to develop cooperative working relationships between teachers, administrators, and board members. Hawaii delegated to

"Good schools have strong educational leaders; the school principal is crucial to the success of each school. In return . . . we should demand concomitant accountability."

Mario M. Cuomo
Governor of New York

the school level decisionmaking on the use of training funds. To provide more flexibility and autonomy at the local level, Delaware and Utah instituted new regulation waiver policies; Georgia, North Carolina, and South Carolina report that regulation waivers are under consideration. Other examples include Minnesota's school site management legislation, Nebraska's new accreditation standards, New York's funds for shared decisionmaking, and Oregon's grants to district site committees who will assume responsibility for staff development.

Results in Leadership and Management

Although it is virtually impossible to isolate the results of leadership and management initiatives from overall education reform efforts, the entrepreneurial role of local leaders in the implementation of state reform provides critical lessons for state policymakers. In a study of education reform in six states (Arizona, California, Florida, Georgia, Minnesota, and Pennsylvania), the Center for Policy Research in Education (CPRE) observed that local administrators frequently orchestrate state policies around local priorities. In a study of California's education reform initiatives, PACE (Policy Analysis for California Education) found that new and instruction-oriented superintendents and principals played key roles in initiating reform in most districts and schools. Successful local reform implementation took place when district leaders tailored state reform to local priorities and when school leaders added a school-based focus to the district vision. Staff development combined with follow-up assistance in schools and classrooms resulted in the most improvement in the professional expertise of teachers and administrators. In Florida, administration and union leaders in the Dade County Public Schools used existing state policies for site-based management to develop a school-based management/shared decisionmaking pilot program to give teachers and administrators in thirty-two district schools an opportunity to organize their schools to meet the learning needs of their students. In several states, administrative leadership is credited with the success or failure of teacher incentive programs. In each of these cases and others, local district leadership was key in shaping and using state policies effectively.

Unfinished Agenda

Insights from the role local leaders are playing in the implementation of reform and a review of this year's initiatives suggest a few areas that need continuing attention.

Administrator preparation. There is general agreement that administrator preparation is in need of improvement, both in terms of content and field-based experience, and that more intensive ongoing professional development is needed. However, there is no agreement about what either reform should entail. There is no consensus about when, where, and how an administrator's knowledge and skills are best developed or practiced. The need for new approaches to administrator preparation will become even more essential as higher expectations and schoolwide accountability for student learning bring about changes in leadership roles among teachers and principals.

State Policy Overview

"We must give teachers and building administrators at least the same responsibility that line workers have to measure quality on a continual basis and be able to 'stop the line' and make corrections when quality is not being achieved."

James J. Blanchard
Governor of Michigan

School and district roles. State policymakers have recognized the importance of the principal for some time, but a focus on principals without also addressing the critical role of district leadership is incomplete. As states plan staff development programs, competitive grants for restructuring, rewards and sanctions for performance, and other targeted assistance strategies, careful consideration must be given to whether the district or the school is the appropriate point of intervention. The most appropriate level will vary based on the intent of the policy and traditions in each state.

State Examples 1987-88

■ **ARKANSAS'** Restructuring Schools for Higher Order Learning Project was initiated by the Governor this year. Fifteen schools were selected to participate in a pilot project. Educators from the participating schools, deans of education, school board members, and state policymakers attended a state-sponsored conference where leading experts discussed the need for restructuring schools. The schools will receive waivers from any state regulations that impede the effective teaching and learning of higher order skills.

■ **MAINE's** Restructuring Schools Project is designed to create school environments that focus on student outcomes and greater discretion at the building level for teachers and administrators. During the past year, the Department of Education assisted teams from twenty-five schools in using research findings to develop plans for restructuring. The department is prepared to provide any needed waivers from state requirements. Selected from proposals, ten schools will receive major assistance during the 1988-89 school year.

■ **MASSACHUSETTS** is planning a "Carnegie Schools" program to support schools that want to encourage greater professional discretion and autonomy through restructuring. There are provisions to encourage waivers of state and local policies, regulations, and collective bargaining provisions if these are barriers to experimentation. The first five to seven Carnegie School planning grants will be awarded before the next school year.

■ **NORTH CAROLINA's** lead teacher/school restructuring pilot project, coordinated by the Public School Forum, involves teachers from six schools in three counties. The project is designed to restructure schools to improve the quality of instruction for children and improve the quality of the workplace for teachers. Enabling legislation for the program permits flexibility in designing improvement plans regardless of state mandates. Each school is developing an accountability plan that uses multiple indicators of performance.

■ **WASHINGTON's** Schools for the 21st Century is a six-year pilot project to improve the overall performance of students through restructuring schools. The project will upgrade the professional environment; increase the responsibility, authority, and accountability of teachers; and augment the role and responsibility of parents. Twenty-one school or district sites have been selected to begin their projects in the 1988-89 school year. Additional schools will be added in subsequent years.

TEACHING

In *Time for Results*, the Governors' Task Force on Teaching noted that the teaching profession had already received a great deal of attention from Governors and other state policymakers. Efforts to improve teacher quality through new regulations for teacher education, licensure, and compensation had been at the top of states' education policy agendas for many years. However, the Governors on the task force urged policymakers to go beyond the screens and magnets put in place by states to make it more difficult as well as more rewarding to enter and stay in the profession. The Governors outlined a broad action agenda for states to build on the foundation of previous policies to attract and retain qualified teachers. They urged states to:

- develop a comprehensive teacher recruitment strategy;
- define the body of knowledge and practice that teachers must have;
- rebuild the system of teacher education;
- redesign the structure of the teaching career;
- align teacher incentives with schoolwide student performance; and
- redesign the organization of schools to create more productive working and learning environments.

The task force recognized that improving the quality of classroom teaching requires more than raising standards or providing incentives for prospective and veteran teachers as individuals. The Governors called on policymakers, the profession, and the public to create school environments in which teachers have a real and professional voice in school decisions and are held accountable for improving student performance.

This year's survey of initiatives indicates that states are continuing to develop, revise, or expand policies for upgrading the caliber of the teacher candidate pool and improving the education, preparation, and induction of beginning teachers. Nine states expanded or initiated new statewide recruitment efforts. Thirteen states revised their licensure standards and six others are considering changes. The lack of consensus in the field about how, when, and where teachers best learn professional knowledge and skills is reflected in state policy. For example, Texas reduced the total number of education hours required for a teaching license to eighteen; Illinois, Tennessee, and Virginia reported strengthening liberal arts requirements for teacher candidates; and Minnesota increased its emphasis on the development of exemplary teacher education programs.

"The approach is simple: to allow decisions about how to teach, about how to structure the curriculum, and about how students spend their time to be made at the school level, keeping traditional methods only if they meet the test of whether they help kids learn."

Michael N. Castle
Governor of Delaware

According to a study by the Southern Regional Education Board, career ladder and other incentive pay programs are the largest educational experiment in the United States today. The experiment has not been easy. Education reform policies that attempt to change the fundamental role of veteran teachers are more difficult to implement and have met with greater resistance than policies that primarily affect teacher candidates or beginning teachers. Evaluation systems used for career ladder advancement and additional compensation have often been difficult to implement in a sound and fair fashion and have required considerable time and energy.

However, much has been learned about problems and controversies related to the implementation of different career incentives; states are dropping plans that didn't work and revising or expanding others that are more promising.

Teacher policy is also beginning to be viewed as more than a discrete area directed primarily at improving the calibre and skills of individuals. Links are developing between quality of workforce and quality of workplace issues. Many of the state pilot programs to promote school restructuring and improve student learning, discussed in the previous section on leadership and management, have a direct impact on teachers' working conditions by providing new roles and responsibilities for teachers.

These new efforts will build on earlier programs and policies that are just beginning to produce results. Teacher compensation has increased considerably in the last five years, outstripping inflation. (In real dollar terms, teacher salaries now have roughly the same purchasing power as they did in the early 1970s, figures similar to the wage level recovery of the entire workforce's wages after the last decade's recession.)

There is some evidence that perceptions of teaching as a career are changing and that teaching is becoming a more attractive profession. According to a recent survey of college freshmen, the percentage who plan to become teachers is nearly double the all-time low reported in 1982. Enrollments in teacher preparation programs are also increasing. Although teacher morale surveys can have methodological problems and at times produce contradictory results, the most recent Metropolitan Life survey of teachers indicated that the proportion of new teachers who said they were likely to leave the profession during the next five years had dropped considerably between the 1986 and 1987 surveys.

Results in Teaching

Results are beginning to emerge from state initiatives to improve the teaching profession; some are pointing to the need to revise or reformulate current policies.

The **CALIFORNIA** Staff Development Policy Study was initiated by the Governor and legislature to answer questions about the escalation in the number and funding of staff development programs in the state. The study found that taxpayer investment in staff development is nearly $1 billion per year, or 4 percent of the total education budget. Teachers and administrators are committed to improving their knowledge and practice and view staff development as a means to accomplishing this goal. However, there is no comprehensive or consistent state-level policy to guide staff development. State staff development funds are spent in ways that reinforce existing patterns of teaching and conventional structures of schools. Researchers note that efforts to change the content of the curriculum to include the teaching of higher order skills will require changes in teaching strategies that go far beyond

current staff development activities. They predict that teachers will need sophisticated training programs to develop additional subject matter and pedagogical expertise.

NEW JERSEY's alternate route, the Provisional Teacher Program, has attracted over 700 new teachers into the profession. By the program's third year, 18.2 percent of new teachers employed in the state had entered through the program. According to an evaluation by the Council for Basic Education, alternate route candidates had significantly higher scores and higher passing rates on the National Teacher Examination than candidates who came through traditional preparation programs. More than 20 percent of the provisional teacher candidates were minorities, a percentage that is substantially higher than that of the general teaching population. Although the study recommended changes to strengthen the program, it rated the program a notable success in attracting highly qualified individuals to the profession.

NORTH CAROLINA's comprehensive teacher recruitment program uses an aggressive marketing strategy that includes funding for teacher recruiters in each high school, scholarships, retraining for adults already in the job market, and targeted projects to increase the pool of minority teachers. Many states have discovered that traditional recruitment strategies such as forgivable loans attract people who would have taught anyway. The coordinated comprehensive approach in North Carolina produced results. In one year, the number of Future Teachers Clubs in the state tripled, applicants to the North Carolina Teaching Fellows Program were up nearly 50 percent, minority award winners increased, and the calibre of students applying for and receiving scholarships rose dramatically as measured by SAT scores and class rank.

In a comprehensive study of the **UTAH** Career Ladder System, Far West Laboratory concluded that the career ladder, in spite of its controversy and differences in implementation from district to district, is powerfully and positively changing both the teaching profession and the ways schools are organized to teach students. The Career Ladder System includes four components: extended contract year, job enlargement (additional duties), performance bonus, and career ladder levels. The study found that schools are moving toward a new reward system; a common language is being used to discuss curriculum, instruction, and teacher evaluation; shared leadership is developing and teachers' roles and responsibilities are changing; and principals have a mechanism for initiating school improvement activities.

Unfinished Agenda

A scan of the past year's activities and the results of earlier initiatives suggest that four key areas require continued attention from policymakers and the profession. They include teacher accountability, governance, teacher mobility, and staff development.

Teacher accountability. Many states have implemented new teacher evaluation systems around specific teaching competencies. Increasingly these competencies are linked to beginning teacher assistance programs, licensure, staff development programs, and advancement on career ladders. While easily translated into an observation checklist, evaluation systems that narrowly define teaching skills and prescribe how teachers demonstrate those skills make it difficult for teachers to

CURRENT STATE TEACHER INCENTIVE PAY PROGRAMS, 1987*

NOTE: *Examples include: Career ladder, mentor teacher, or other programs that provide additional compensation based on performance or additional responsibilities.

SOURCE: Southern Regional Education Board, Career Ladder Clearinghouse, December 1987, "More Pay for Teachers and Administrators Who Do More."

organize curriculum and instruction in different content areas and to focus on higher order learning. New approaches to teacher accountability must be created, encouraging teachers to use professional judgment and a wide range of teaching competencies to increase student learning.

Governance. In most states, advisory groups that include teacher members are appointed to advise the state board of education on teacher education and licensure issues, but lay boards of education are responsible for licensure. However, changes in the governance of the teaching profession or in the role of teachers in setting standards for the profession are under consideration in several states. California, Minnesota, and Oregon have autonomous standards boards; this year, Nevada established an independent licensure commission that shares authority with the state board of education on final approval of regulations. As teacher organizations actively promote the establishment of state teaching standards boards with a majority of practicing classroom teachers, states must carefully examine whether licensure ought to be determined by the profession or by the public.

Teacher mobility. Although few states have accurate data about teacher supply and demand projections, it is clear that the market varies from state to state and district to district. There is serious concern in many states and districts about current or impending teacher shortages especially in science and mathematics and bilingual and special education. Also, there is a critical shortage of minority teachers. To design effective recruitment policies, policymakers need better information about where there are surpluses and where there are shortages within the state and elsewhere. As one step to further state efforts to recruit qualified teachers and to reduce obstacles to teacher mobility, the National Governors' Association is developing for consideration by states a model for educator pension portability based on the Canadian reciprocity system.

Staff development. Few states know how much is spent on staff development or what the impact of state staff development funds is on teacher or administrator practices. Fundamental changes in curriculum and instruction to incorporate higher order skills and more rigorous coursework for all students, not just the most able, will require rethinking current models for the delivery of staff development services and the prudent use of resources.

State Examples 1987-88

- Five southern states (**ARKANSAS, GEORGIA, NORTH CAROLINA, TENNESSEE,** and **VIRGINIA**) have created task forces charged with developing legislative and program recommendations that will result in an enlarged pool from which to recruit minority teachers. The catalyst for the state task forces was the Southern Regional Task Force on the Supply of Minority Teachers, cosponsored by the Southern Education Foundation and NGA. The regional task force recognized that although all five states had much in common, each needed to develop a set of recommendations to reflect its own economic, political, and educational conditions.

- **CONNECTICUT** and **CALIFORNIA** formed an interstate consortium to develop a network among state agencies, institutions of higher education, researchers, and professional associations. The consortium is committed to aligning new teacher assessments and support systems with

the standards for professional certification now being developed by the National Board for Professional Teaching Standards. As state policymakers look beyond basic skills and subject matter tests, the consortium provides a vehicle to foster interstate collaboration in the development of board-compatible assessment for teacher licensure. During the consortium's first year, thirty-two states attended a seminar series sponsored by the Connecticut State Department of Education, the California State Department of Education, and the California Commission on Teacher Credentialing to discuss teacher assessment issues.

■ **IOWA** became the first state in the country to announce that when the National Board for Professional Teaching Standards is ready to offer national certification, the state will issue Iowa licenses to holders of national certificates if the national standards meet or exceed Iowa requirements. The legislature also passed a special program to enhance the preparation, teaching experiences, and induction of educators, including grants for clinical school pilot projects, model training and incentive programs for cooperating teachers, the development of a system for evaluating teachers before licensure advancement, and a feasibility study on five-year teacher education programs.

■ The **MASSACHUSETTS** State Board of Education and Board of Regents of Higher Education adopted a jointly developed program to overhaul teacher preparation and licensure. Under the new program, all teachers will be required to complete an undergraduate major in the liberal arts or sciences prior to receiving a provisional license. During their provisional period, they will work toward the completion of a clinically based master's degree under the joint supervision of a mentor teacher, a disciplinary faculty member, and an education faculty member. Completion of the master's degree is a requirement for full licensure. Schools and colleges will collaborate on the operation of "professional development" schools. Special efforts will be given to recruiting minority faculty.

■ **MINNESOTA's** licensing system requires that prospective teachers graduate from an accredited school of education and pass examinations in basic skills. The Minnesota Board of Teaching is in the process of designing a system that includes a year-long internship under the supervision of expert teachers. If approved, the candidate upon successfully completing the internship will take a test of teaching skills. To implement the new system, grants are available to colleges and universities to develop exemplary teacher education programs and collaborative pilot induction programs. A design for beginning teacher skills assessment is also under development.

"When parents take an active interest in their children's education, they show children that school work deserves their best work."

John Ashcroft
Governor of Missouri

PARENT INVOLVEMENT AND CHOICE

A range of demographic factors including two-career families, single-parent homes, or increased family poverty, may prevent parents from becoming involved in either the schools or their children's education. Yet, the Governors' Task Force Report on Parent Involvement and Choice identified such involvement as the most important factor in raising student achievement. The task force also asserted that states can enhance the opportunities for parents to become involved by:

- working with school districts and universities to train teachers in effective parent involvement techniques;
- creating a climate for greater parent involvement through carefully planned activities;
- providing incentives for school districts to establish programs that draw parents into decisionmaking processes;
- adopting legislation that provides families with choice among public schools throughout the state and allows high school juniors and seniors to use state funds to attend postsecondary institutions.

The 1988 survey of states revealed that states are encouraging parents to take greater responsibility for their children's education in a variety of ways. Pennsylvania conducted media campaigns; Georgia recognized outstanding parents in each school; Michigan now requires teacher training in involvement techniques; and Virginia's school advisory committees must have parent participation. The most widely adopted program educates parents in how to stimulate or reinforce their children's learning. Fourteen states have either adopted or are planning parent education activities. Illinois, Maine, Minnesota, Oregon, Vermont, and Washington target the parents of young children at risk of school failure. In 1987, some thirty-two states initiated, expanded, or considered parent involvement activities.

States are also moving to expand parents' opportunity to select among the schools and educational programs available to their children. Over the past three years, the school choice debate has moved quickly away from vouchers to be used at private schools to a panoply of public school options, including magnet schools, alternative programs, schools-within-schools, postsecondary education, and more. The proliferation of options is fueled by an array of motives for expanding choice, including promoting school improvement through competition; implementing desegregation plans; enhancing parent involvement; providing programs that fit a variety of learning styles; keeping at-risk students connected to schools; and giving all parents, regardless of income or education, the chance to choose quality education for their children.

"Parents must remember that education is the only thing that can take a child from one generation of poverty to the next generation of opportunity."

Harold Guy Hunt
Governor of Alabama

Current examples of programs from which parents and students may choose include Virginia's foreign language academies that provide intensive study in a residential summer program. Some Delaware schools offer dropout prevention programs that provide nurturing, mentoring, and counseling using a variety of means. In a growing number of states—Colorado, for example—high school students seeking greater intellectual challenge can take courses at a postsecondary institution, with state funds paying tuition. During the past year, policymakers in at least eight states studied the feasibility of allowing students to attend any public school or postsecondary institution in the state, with state funds following them from their home district. In Massachusetts, legislation was introduced to provide an open enrollment K-12 plan. The Arizona House of Representatives passed an open enrollment plan for all K-12 public schools except those involved in desegregation plans.

Through these actions, states are taking responsibility for empowering parents to make the greatest contribution they can to their children's education. Parents can be expected to take a greater interest in education when given a choice of schools or programs that best fit their children's needs. Schools that are chosen may also work harder to reach out to parents to encourage them to reinforce instruction and participate in school decisionmaking.

Results in Parent Involvement and Choice

Parental choice of educational program can result in greater parent involvement, student achievement, and school improvement. **MINNESOTA,** which has the most extensive and varied choice plan of all the states, is testing these results. The state instituted the plan incrementally beginning with a postsecondary choice option and moving through alternative programs for potential dropouts in a nonresident school district, to learning centers for adults and potential dropouts and finally, an open enrollment option that allows all K-12 students to attend school in other districts statewide.

Results from the first year of the postsecondary option plan showed that it was effective in reconnecting high school dropouts, improving student achievement, maintaining equitable representation of minorities, and stimulating school improvement of the home district schools. The High School Graduation Incentives Program offers alternatives to students who have not met with success in their home districts. Of the 1,400 students who participated in the fall 1987 semester, half were students who had previously dropped out of school. Thus, the program helped to reconnect 700 dropouts to the education system. The Voluntary Open Enrollment Plan, in which only a few districts participated, received unanimous parental approval because of the new availability of courses, the greater opportunities for their involvement, and the enhanced compatibility of the new district's educational philosophy with that of the parents.

Educating parents to stimulate their preschoolers' intellectual development is an early step toward involving parents in their children's education. The **MISSOURI** Parents as Teachers program, which is being replicated in many states, begins with prenatal training; periodic screening of educational, auditory, and visual development; home visits; and group meetings of parents and community-based advisory committees. The parents' involvement compensated for the negative effects of poverty, community instability, or the parents' own low educational attainment. It enhanced the literacy of both children and parents. Language skills and social and intellectual development of participating three-year-olds improved regardless of socioeconomic background. In addition, parents learned more about childrearing and improved their perception of the school district. The program also helped reduce parental stress, child abuse, and the need for remedial and special education.

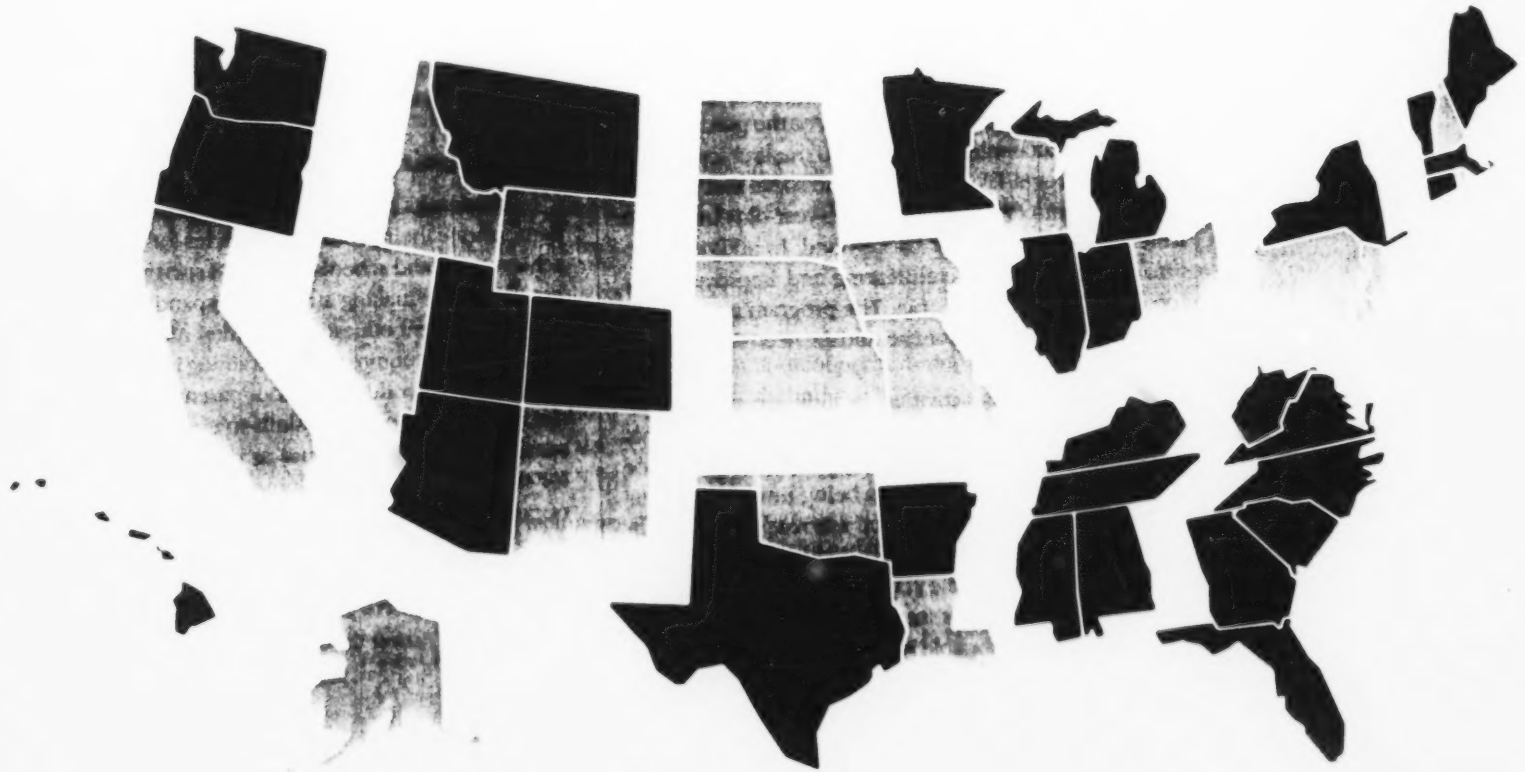
Parent involvement activities, including parent education, have been found to be generally successful. Schools learn quickly that parents, regardless of their background or circumstances, have high interest in being involved in their children's education. This conclusion was reached in **TENNESSEE's** parent involvement program, which supported twelve exemplary projects across the state. All of the projects were effective in bringing parents into the schools. Once inside, parents were more comfortable with educators, parent-school communications improved, and parents were better able to help their children with school work. They had a better understanding of school programs and policies. The programs that were most likely to be replicated in other school districts were those designed to help parents help their children at home. All of the different program models were found to benefit students by improving their academic skills, attitudes toward school, and social behaviors.

Unfinished Agenda

The results of parent involvement and choice programs demonstrate their promise as vehicles for improving student achievement and schools. The 1988 survey suggests that several states are making strides in expanding parent involvement and parent education activities. A few have established standards that require teacher training in parent involvement techniques. A productive school/parent relationship requires teachers to have outreach skills to establish a mutual understanding around such issues as discipline and expectations for student achievement. Some states have moved to create opportunities for parents to be involved in school governance. As policy discussions progress on decentralizing decisionmaking to school buildings, opportunities can be created for parents to join teachers and principals in articulating and prioritizing the goals and mission of the school.

STATE PARENT INVOLVEMENT REQUIREMENTS K–12*

- School Oversight or Governance
- Mandated Involvement in Student Learning
- Oversight Encouraged



NOTE: *Does not include programs that involve either parents of Chapter 1 students or handicapped students.

SOURCE: National Governors' Association survey, 1988

"Parents will feel a greater sense of ownership when they have more say in how their children are educated."

Norman H. Bangerter
Governor of Utah

Choice plans, by definition, give parents more say in the type of educational experience their children will receive. Yet involvement activities should also be a central feature of schools and programs involved in choice options. Parents also require assurance that choice plans address their equity, accountability, and funding questions. Choice plans that use selective magnet schools as their central tool can undercut educational equity. Selectivity that diverts the best students, teachers, and resources away from nonselective neighborhood schools leaves fewer quality options to parents who choose to keep their students in those schools. Choice plans remain accountable when students, regardless of the school or program, meet state achievement standards.

State Examples 1987-88

Choice

■ **COLORADO** allows high school juniors and seniors to take courses at a public college or university with state funds. Students may complete the work for their high school diploma at a postsecondary institution. If students take three or more classes, state funds pay tuition; if they take only one or two classes, the district pays. The plan also expands choice for students who desire college work but opt to stay in their local school. If four or more students want a college course, the district can contract with the college or university to teach the class.

Parent Involvement

■ Parents are not the only community members who have a stake in quality education or responsiblity for student achievement. **MAINE** joins other states in recognizing the importance of partnerships for education in establishing its Governor's Aspirations Compact. Educators, business people, and parents have formed a partnership to increase students' personal expectations, improve academic performance, and expand their career and vocational options. Six local partnerships have received small incentive grants from this public/private compact. These grants will help support activities identified by business, educational, and community members. One initial effort is giving students from the isolated areas of northern Maine the opportunity to live and work in the more metropolitan southern part of the state.

■ **VIRGINIA** accreditation standards now require parent involvement in school governance through school advisory committees. The state further shares responsibility with parents by requiring their input into developing family education and life skills curriculum by means of community action teams. A statewide network of community-based drug abuse prevention programs requires extensive parental involvement.

READINESS

"Our concern is not merely to alter statistics or cold, hard numbers. Our goal is to make sure that all our children have the tools they need for the future."

John H. Sununu
Governor of New Hampshire

The Governors' Task Force on Readiness acknowledged in 1986 that the variety of promising initiatives available to help at-risk children and youth meet higher educational standards has never been greater. In *Time for Results*, Governors recommended that states choose from this array a collection of approaches targeted at helping preschool children prepare to handle school work and at helping at-risk children and youth experience school success. The 1987 Governors' task force recommendations for bringing down the barriers to productive work and productive people suggested that initiatives focus on discrete age groups from infants to young adults.

The 1988 survey of states reveals that they are following the broad recommendations of these task forces. Most new initiatives focus on improving the readiness of young children to learn; intervening in students' learning when failure seems imminent; and working with a variety of agencies to address the social, health, and educational problems of students. From this array, the four approaches to preventing school failure that received the most attention in states last year were:

- interagency coordination of services to young children or at-risk teens;
- developing alternative educational environments and expanding the role of schools to prevent middle school and high school students from dropping out;
- early childhood education, especially for at-risk or handicapped children from birth to four years old; and
- systems that identify the academic progress of at-risk elementary and middle school students or potential teen-age dropouts and that provide compensatory education to enhance academic skills.

A range of initiatives have been implemented using these approaches. For example, an interagency approach has been adopted by Connecticut to provide children from birth to age three and their families with support services from both public and private agencies. The health, education, and social services departments target at-risk infants and toddlers. Nebraska's new policy team will be developing coordinated services to prevent school-age children from dropping out. It reflects the growing recognition of the need for a multifaceted approach to the problems of at-risk students. The policy team has representation from the Governor, the chief state school officer, local school districts, the department of social services, and staff implementing the state's Job Training Partnership Act and federal Youth 2000 initiatives. The Pennsylvania legislature is considering the Governor's proposal to take a novel approach to remediation. The plan would eliminate funding for remediation over two years in favor of incentive payments for improvements, thus moving from a system that rewards failure to one that rewards improvement.

In the past year, the cost-effectiveness of investing early in preparing young children for academic success has prompted thirty-five states to pursue or consider a variety of activities targeted at infants to third-graders. Many of these plans and programs directly take into account the developmental, as well as academic, needs of young children. This year, at least ten states are considering or implementing preschool and early childhood education for at-risk children. Oregon, for example, implemented a statewide comprehensive preschool education program for four-year-olds. New Hampshire began readiness screening and remediation for K-1 students. And

"It is wrong to waste our young people's lives by doing nothing to help them stay in school."

Neil Goldschmidt
Governor of Oregon

New Jersey teachers now receive inservice training in delivering basic skills instruction to K-3 students.

These examples represent a small sample of the myriad activities and proposals underway in the states. Millions of dollars are being invested in prevention and intervention initiatives directed at averting school failure. Evaluation of ongoing initiatives will benefit states by giving them realistic expectations of the results they can obtain and the unintended negative consequences to be avoided. Evaluations that include both the strengths and weaknesses of programs are most useful as guides. The following is a sampling of results observed thus far.

Results in Readiness

Both short- and long-term positive effects have been found from early intervention in the education of disadvantaged children. Students may make short-term gains in readiness in first through third grade skills. Greater retention in high school, fewer incarcerations, and more economic self-sufficiency are among the long-term effects.

MARYLAND's evaluation of a public school prekindergarten program for poor four-year-olds looked for mid-term effects on fifth-graders—a time when the effects of other early intervention programs usually wear off. It found that prekindergarten education provides learning benefits that persist after third grade for students from economically disadvantaged environments. Students made better progress than children from similar backgrounds who had not had preschool education. The program also was able to bring the preschoolers' performance up to the national average of achievement. Students who had attended preschool were more likely to be selected for gifted and talented programs through grade five, and their grade performance was better in the fifth than in the third grade. The state found that not all students benefited equally from the program due to differences in implementation across schools and in the placement and pacing of the children's education after they left preschool.

Statewide expansion of preschool education for four-year-olds in Maryland proceeded with provisions that teachers be involved in the planning and evaluation of the programs; enrollment is kept low to allow individualized instruction and attention (adult-to-child ratio is 1:10); instructional content is developmentally appropriate to four-year-olds and not simply watered down K-1 curriculum; and parents are involved in all aspects of the program.

TEXAS also has achieved results through their Youth Opportunities Unlimited (Y.O.U.) program. It is open to all eighth- and ninth-graders and is designed to prevent students from dropping out of high school. Teachers and counselors identify eighth- and ninth-graders who are having academic and social difficulties and refer them to the program. Students are matched with one of several public institutions of higher education for an eight-week immersion program. Five days a week, students take English and mathematics classes for which they receive credit at their home school; they also work twenty hours a week for the college or university; and they take additional classes in computer literacy and study skills, plus electives such as photography and martial arts. Program staff are available to provide personal counseling, to help students write resumes, and to provide letters of recommendation based on students' summer job performance. In one year, as many as 1,400 students participated statewide. Of those students, half had raised their regular school grades to A's and B's and another 40 percent to B's and C's. All had

EARLY CHILDHOOD EDUCATION (PRE-K) PROGRAMS*

■ States With Programs

NOTE: *Preschool programs for handicapped or Chapter 1 youngsters are not included.

SOURCES: National Governors' Association survey, 1988; Fern Marx and Michelle Seligson, *Public School Early Childhood Study: The State Survey, 1988.*

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"The most important investment a state can make is in its human resources. And, the best time to make that investment is at the front end of a person's life."

Booth Gardner
Governor of Washington

graduated from high school and half had enrolled in postsecondary education. The program continues with similar success and a growing enrollment.

WISCONSIN has been engaged for three years in developing and implementing policies aimed at the educational, vocational, health, and social service needs of children at risk of school failure. While the outcome of these policies is not yet available, the state's approach to this challenge is instructive. Passed in 1985, the centerpiece legislation has as its goal fostering school success that will lead to high school graduation for all students who are dropouts, truants, teen parents, or adjudicated minors. The law requires each local school board to identify at-risk students annually and to develop a comprehensive plan to address their needs. The state directs the board to use the resources of parents, the community, human service organizations, business, and industry to construct a plan that may include curricular changes, alternative programs, specific parental involvement activities, community support services, or education for employment. The local board must report to the state superintendent the attendance, retention, and graduation rates for all at-risk students enrolled in the special programs. The children-at-risk education policy is supported by other legislation and programs that require that business/education partnerships be created to prepare youth for work, establish district standards for school effectiveness, prevent teen suicide, improve day care, and more.

Wisconsin is seeing progress in keeping students connected to school, but it continues to experience an unacceptably high dropout rate among blacks and other ethnic minorities. This has led to a reexamination and refinement of efforts. The state recognizes that districts need greater technical assistance in maximizing communication and coordination among agencies to avoid duplication of services and to save resources. Assistance is also needed in using community members and grassroots organizations more effectively. Churches, neighborhood centers, and community action groups can serve as outreach to parents, models for the connection between school and work, and part of a verification process for a program's success.

Local coordination must be modeled and reinforced at the state level as well. Education policymakers in Wisconsin are seeking a commitment from other agencies to make available the necessary funding for efficient coordination of services statewide. They also request that any legislation to support new programs include provisions for interagency coordination.

Unfinished Agenda

State action is growing rapidly to enhance the readiness and school success of children whose life circumstances increase the likelihood of failure. Comprehensive models, such as those in Wisconsin and several other states, are promising. The lessons learned from Wisconsin's early experiments are valuable for states still in the planning stages. Preschool education is a high priority issue in states. It is likely that it will continue to be, given current teen pregnancy rates and the number of families in poverty. Dropout prevention programs need careful planning and full funding. The challenge of keeping students connected to schools continues in the face of persistent problems, like drug abuse and the lack of meaningful job opportunities for high school graduates.

Many of the programs directed at school-age children aim at "fixing" the student to make the child fit into an existing educational model. Current school and school system restructuring efforts shift the perspective to explore how schools can

change to serve the growing diversity of students. This may present the greater challenge, but, in conjunction with continuing efforts to address unique needs through program coordination, restructuring may provide the greatest hope for salvaging the maximum number of students. When teachers are trained to respond to diverse learning styles with uniformly high expectations and have the flexibility to provide a variety of learning experiences, children, regardless of their social or personal circumstances, are likely to experience success.

State Examples 1987-88

■ Interagency coordination, early childhood development, and prevention of learning difficulties are features of an innovative pilot project in **NORTH DAKOTA,** where the departments of health, human services, and public instruction are jointly sponsoring development of a statewide system for tracking young children. The system will monitor children from birth through age five who are at risk for developmental delays due to biological or environmental factors. The project establishes interagency councils at the local level to review referrals to a physician or agency and determine the need for continued monitoring. The pilot will be extended to a second region in fall 1988.

■ **RHODE ISLAND** has passed legislation that comprehensively addresses the needs of at-risk children from early childhood through the teen years. The Literacy and Dropout Prevention Act of 1987 provides for early identification of at-risk children through preschool screening for all children. The law reflects an appreciation for a developmental approach to early childhood education in its requirement for all K-3 instruction to focus on reading, writing, speaking, listening, and mathematics. The centrality of literacy in the education of young people is reinforced by the provision of supplementary literacy instruction for all educationally disadvantaged students, K-12. Focusing on students who have not had access to these programs throughout their educational careers, the legislation funds a broad range of dropout prevention programs in local school districts. New legislation passed in 1988 funds three Governor's schools to pilot the most effective methods and structures for educating at-risk elementary students. It provides funds to help local school districts establish preschools and extended-day kindergarten programs for at-risk children and also provides state funds for local parent education programs.

"We cannot afford to have one child drop out of school. He or she is doomed to poverty without a high school education."

Madeleine M. Kunin
Governor of Vermont

TECHNOLOGY

In *Time for Results*, the overarching recommendation was that each state develop a performance-based education system. Technology was seen as a critical tool in realizing that goal.

To achieve educational technology's potential for making classrooms more effective and efficient, the Governors' Task Force on Technology advocated that states do the following:

- develop statewide technology plans and provide funding and technical assistance for district planning;
- foster appropriate preservice and inservice teacher training;
- promote equal access to the technologies;
- encourage districts to use technology in restructuring schools to increase productivity;
- encourage information sharing and cooperative purchasing arrangements to cut costs; and
- with the federal government, support research in educational technology.

This section examines the states' progress toward these goals during the second year following issuance of the Governors' report.

This past year may be characterized as one of extensive state activity. In the states that have led the way during the last five to ten years (such as Minnesota, New York, Utah, and Virginia), the focus was on further refinement, expansion, and evaluation of existing educational technology projects. Similarly, most other states reported continuing and, in many cases, expanding projects begun in prior years. Particularly noteworthy, however, is the fact that nearly every state reported undertaking or proposing some (or several) new technology initiatives.

By far the most prominent area of state involvement in 1987-88 was distance learning or telecommunications. Interest in this aspect of educational technology has been stimulated in part by concerns over equity in the face of shortages of qualified elementary and secondary school teachers. Where a sufficient supply of teachers is unavailable or where there are unusually high turnover rates, as in rural or inner city districts, student opportunity to learn is diminished. By bringing lessons to where the students are (via educational television, satellite, cable, or microwave), distance learning affords students the chance to take otherwise unavailable courses from highly skilled and experienced instructors. There are numerous applications of distance learning, including K-12 enrichment courses and programs with low enrollment in any one site, e.g., high school Japanese; elementary and secondary school staff development; and college courses offered to multiple campus sites, or to those studying at home or at the job site.

STATE DISTANCE LEARNING INITIATIVES*

NOTE: *Distance learning is defined as telecommunications delivery of classroom instruction, generally with an interactive component

SOURCE: National Governors' Association survey, 1988

"When people acquire knowledge, skills and expertise through education, they become productive and positive forces for themselves, their families and society."

Tommy Thompson
Governor of Wisconsin

This past year, two-thirds of the states were promoting distance learning. Activities ranged from development of pilot sites (Arkansas, Connecticut, Vermont, Wisconsin) to an aggressive expansion of course delivery built on groundwork laid in previous years (Maryland, Missouri, North Carolina, Utah, Virginia, West Virginia). These numbers represent a phenomenal increase; just a year ago, fewer than ten states reported any involvement in telecommunications.

Distance learning experience and use have now progressed to the point that states are finding the need to develop regulations governing approval of courses schools receive from other districts or from commercial providers via telecommunications. They are also wrestling with issues of teacher licensure and compensation. Even in states not promoting distance learning, the extent of independent action by school districts has prompted some (Iowa, Kansas, Wyoming) to issue regulations.

Although on a much smaller scale than in distance learning, progress was reported by several states in other areas in which the Governors' task force had recommended action. These are summarized below.

Time for Results stressed the need for advanced planning to ensure that technology would be incorporated in classrooms in a productive and cost-effective manner. This past year, several states undertook planning efforts or encouraged local planning. In Florida, Michigan, Pennsylvania, and Vermont, major studies to guide policymakers and educators for the next several years were completed or adopted. Hawaii and Michigan reported setting aside funds to promote local planning and development, while Massachusetts and Wisconsin now require evidence of local planning as a condition for technology grant eligibility.

Virginia is drafting a five-year plan to integrate technology fully into all schools in the state. Maryland has issued a planning guide that features planning models that schools and districts can use, ideas for facilities and staff development, and sources in the state department of education who can be contacted for guidance and advice.

The Governors' task force distinguished between mandating a district plan and providing expertise to help districts carry out an effective planning process. A few states reported new or expanded efforts to provide such help during 1987-88. Both Delaware and South Dakota established offices for this purpose, while Alabama, Pennsylvania, and Virginia expanded their technical assistance capabilities to reach additional schools and districts. New Hampshire reported assisting school districts with a range of technology initiatives. These included guidance in the purchase of computers and interactive video discs for teachers, in distance learning, and in advanced technology training for both teachers and administrators.

Proponents of educational technology are virtually unanimous in their view that without provision of teacher training, the likelihood that technology will improve classroom operations or student performance is small. They caution that purchase of computers and of software is a waste without the training of those expected to use them. Rhode Island has a technology training institute that uses a curriculum designed by teachers for teachers. In the planning stage is a technology resource center that will serve several local districts with cooperation from private industry. In Alaska, districts may

purchase instructional time from a consortium of districts that operates a teacher training facility. The Virginia department of education reported achieving the capacity to train educators on almost all commercially available computer hardware and educational software.

Research has suggested that technology holds great promise for improving teaching and learning. However, recognizing that little is understood about how this potential may be realized, the task force report encouraged experimentation in educational technology, both by the states and at the federal level. The authorization and funding of the Star Schools Demonstration Program to be administered by the U.S. Department of Education are important steps in this regard. Under Star Schools, $19 million is to be made available in the current fiscal year to further develop and apply distance learning technologies. Grantees are to design and deliver instructional programming to elementary and secondary school students on a statewide or multistate basis. The emphasis is on improving instruction in mathematics, science, and foreign languages for traditionally underserved students, and on reaching areas with scarce resources and limited access to instruction.

"Electronic classrooms will enable rural, sometimes isolated schools to receive special and advanced courses, which they may not be able to afford themselves."

Gerald L. Baliles
Governor of Virginia

Results in Technology

For education or educational change to be effective, assessment is crucial. Otherwise, it is impossible to know the impact of a new practice and how to modify or refine it. Yet fewer than ten states reported evaluations of their educational technology programs. This situation reflects the recency of most states' involvement in the field. Where evaluations have been reported, however, the lessons are instructive.

Five years ago, **ARKANSAS** undertook a statewide program to use microcomputers in basic skills instruction in grades four through eight. The authorization was accompanied by a plan for research and evaluation. Students at over 75 percent of the sites showed additional gains of two to three months in mathematics, reading, and language arts. In addition, computer-assisted instruction was found to be most effective when delivered through a management system that tracks student performance. The Arkansas approach cost 45 percent less than similar programs implemented in other states through commercial vendors. Moreover, the state maintenance plan cost 40 percent less than it would have if each individual school district were responsible for repairs.

MICHIGAN has issued a report on its major instructional television initiative, which began in 1984. The program offers courses in mathematics, science, and foreign languages, and makes available teacher training and economical equipment costing 13 cents per student. Morever, equity concerns are being addressed in that a projected 1.4 million students in rural, urban, and suburban schools will be reached.

These profiles of results underscore the need for planning, training, model development, technical assistance, and assessment identified in *Time for Results* and in the Technology Task Force report.

Unfinished Agenda

The full potential of technology may be realized only in the learning environments of the future. As states progress in restructuring the way education is delivered and acquired, technology will have a powerful role to play. The potential is there to rapidly exchange information, to take the drudgery out of classroom administration, and to have students do everything from drill and practice to science simulations. But achievement of education restructuring and incorporating technology into the educational process must proceed hand-in-hand.

Despite the upsurge in activity this year, it is clear that, with some exceptions, states are still not fully integrating technology into their education reform agendas. That few states have given priority consideration to educational technology in line with the dramatic thrusts recommended in *Time for Results* is exemplified by the fact that only two states (Indiana and Minnesota) cited increased use of technology among the "most important results" of their reform initiatives.

Where the level and sophistication of activity are considerable, it is because of state leaders who understand technology's capacity to revolutionize education and who move ahead boldly to give substance to that vision. But in most cases, state technology projects deal with only one or at most a few aspects of education (e.g., teacher training in computers). For educational technology to succeed, states will have to adopt a more systematic approach. One way to accelerate this change is through recruitment and training of individuals who view technology not as something peripheral or optional to the educational process, but as a mechanism capable of transforming education—fundamentally changing how, when, and where people learn. Individuals with this orientation are needed at every level of the education system to provide the networks of skills and leadership to productively integrate technology into the process and operations of education.

How much needs to be done may be illustrated by a recent study of one aspect of educational technology—computers. In a survey released last winter, the National Assessment of Educational Progress (NAEP) reported that in the nation as a whole, classroom computers were seldom used in subject areas such as reading, mathematics, or science. When they were employed at all, they were used almost exclusively to teach about computers. Many school technology coordinators reported that they had minimal training in computer studies. They rated themselves as mediocre in their ability to use computers.

However, the fact that significant change is possible in a short time is exemplified in the activities of the states this year in distance learning. It is illustrative of how the value of a technology application, in this case telecommunications, may be recognized and then adopted on a large scale in order to change dramatically the approach to a perceived problem.

State Examples 1987-88

- **HAWAII** designated 1988 as the "Year of Telecommunications" and kicked it off with legislative funding for a distance learning-technology plan being jointly prepared by the University of Hawaii and the state's departments of education and labor. Implementation pilots will be launched in 1988-89.

- **NEW YORK** continues to build on the full range of available technologies already in place, including electronic mail, distance learning, and computerized instruction. Last summer, it began designing a unified infrastructure linking the state department of education, districts, libraries, and regional service agencies. The project will promote information exchange on data, hardware, and software to reduce paperwork, cut costs, and promote program accountability in schools.

- **OREGON** is laying the foundation for a statewide telecommunications network call ED-NET. The legislature has mandated a feasibility study to be prepared by July 1988. Originating as a plan to link industry users of high technology with the latest in training at Oregon universities, the concept has expanded to include all education providers and users in the state, from K-12 classrooms to government officials.

- **UTAH's** strategy to ensure educational parity in this largely rural state with a burgeoning population is to combine educational innovation and high quality instruction with the latest technology. A series of feasibility, planning, and productivity grants takes a project from the problem identification stage to implementation. Last year, several such state-sponsored, locally designed projects were added to those already underway bringing science, language, and advanced placement courses to students in isolated rural schools. Evaluations demonstrated that student performance compared favorably with that of students at the sending site. Keys to success are the thoroughness of the planning, the quality of the instructors and materials used, and the training provided to teachers or aides monitoring classes at the receiving sites.

- In **WEST VIRGINIA,** local initiatives are encouraged with guidance and technical assistance available from the state. This year, the state department of education established the post of technology coordinator as local interest in educational technology mushroomed. To qualify for state funds, districts must provide long-range plans for incorporating technology into instructional services.

"We must come up with ways to ensure that every school in every school district – no matter how poor – has the basic physical plant needed to allow effective teaching and learning."

Richard F. Celeste
Governor of Ohio

SCHOOL FACILITIES

In *Time for Results*, the Task Force on School Facilities called on states to make more effective and efficient use of school facilities by:

- encouraging districts to share facilities with community groups, for example, for before- and after-school care for children;
- allowing districts the flexibility to adopt alternative and expanded schedules, such as year-round or extended day and year programs; and
- ensuring that school buildings offer a safe and healthy environment for students and teachers.

State action to address these school facilities issues during 1987-88 took place most frequently in the northeastern states, in states experiencing rapid population growth, and in all states in response to federal mandates on asbestos and lead-free school water supplies.

Several states proposed initiatives to expand the use of school facilities. Florida's proposals for expanded use include Saturday programs, preschools in school buildings, and fuller community use. Currently, Virginia is considering expanding the use of facilities for nonschool purposes. Other states are contemplating a number of specific ways to expand the use of school facilities by encouraging or allowing school districts to:

- offer space for before- and after-school care programs (six states);
- extend the school day and year or move to a year-round schedule (eight states);
- provide summer school programs for at-risk students (four states); and
- allow nonschool groups to use facilities.

Proposals to increase state fiscal support for school construction and refurbishing were developed by twelve states; most of these in the Northeast. For example, the Maine legislature has proposed funding $200 million in new school construction over the next three years, while New Hampshire is studying options to increase state support for school construction. In other regions, South Carolina policymakers are investigating alternative funding strategies to address a statewide $1.5 billion facility deficiency. California is seeking full funding of the state's share for school construction and maintenance. The state faces a serious facilities crisis; it is estimated that 26,000 additional classrooms will be needed by 1990, at a cost of $3.5 billion.

Tracking maintenance and construction needs for local districts throughout the state is central to an analysis of the facilities problem and was one of the recommendations in *Time for Results*. In last year's survey, seventeen states reported systems to inventory the conditions in schools either through programs at the state level or through accreditation standards. Seven of the states with statewide inventory programs continued them in 1987-88. This year, Delaware and New Hampshire are considering inventory systems; New York will track school facilities through a capital assets preservation program; and Massachusetts passed legislation to require annual inventories.

Finally, a few states are approaching facilities from the perspective of consolidation or merger. Georgia is using incentive funding to encourage schools and school systems to merge. The state will fund new facility construction costs for merging districts. Utah law encourages interdistrict consolidation and Minnesota has a new pilot project to help fund districts sharing newly built or remodeled high school facilities.

Results in School Facilities

What results are the states getting? In **VERMONT,** results from an enhanced school facilities program include state assistance and standard setting. The state has tripled its share of bonding for local school construction during the past few years. And the state's new school standards hold school districts responsible for achieving an "adequate learning environment" in their facilities. As a result, students are learning in improved settings: special education students who have been attending classes in small basement rooms have been moved to new classrooms; school library activities in small rural schools have moved out of hallways into well-lit spaces; overcrowding has been reduced; and spaces have been provided for arts activities and guidance counseling.

"School buildings shouldn't sit idle for half of each year. Many schools can be open for Saturday activities and can be more fully utilized throughout the year as community centers of instruction for citizens of all ages."

Bob Martinez
Governor of Florida

Unfinished Agenda

Are states getting more effective and efficient use of their investment in school facilities, estimated at a quarter of a trillion dollars? Evidence is mounting that all is not well with America's stock of school buildings. Two major studies released in the past year dramatically portray the crisis condition of urban school buildings, one-third of which are over fifty years old. *The Imperiled Generation* (Carnegie Forum for the Advancement of Teaching) and *Challenges to Urban Education: Results in the Making* (Council of Great City Schools) highlight deteriorating conditions in urban schools. They urge policymakers to provide support necessary to rehabilitate old buildings and build new schools. The cost of deferred building maintenance in the nation's forty-four largest urban school districts is estimated to be $5 billion. And conditions are not much better in rural schools or in suburbia. Aging structures, built to accommodate the crush of the baby boom in the sixties and seventies, are wearing out.

Despite these conditions, state action to address school facilities issues in the past year has been the exception rather than the rule. This inactivity is not a departure from but a confirmation of the role states traditionally have played in school facilities matters. Although there are exceptions, states historically have left matters of educational infrastructure—construction, repair, maintenance, design, use, disposal—to local jurisdictions in the name of local control. While today more than two-thirds of the states provide some assistance to localities for school construction, the bulk of state aid to education is, and has been, to support operating costs rather than the capital side of the education enterprise. However, if the problems are as major as these and other reports claim (*The Maintenance Gap*, a 1983 report, cites $25 billion worth of accumulated deficiencies in U.S. schools), then the facilities issue is of such magnitude that it can not be left solely to the tradition of local control.

Awareness of the problem is growing. Idaho, for example, indicated on the latest NGA survey that while in the past school facilities have been a local district responsibility, "there is increasing awareness of the need to address critical school facility needs by education groups and the legislature." Nevada has lacked statewide policies on year-round schools or local school facility use or condition; however, this year a legislative subcommittee is considering year-round school schedules as a way to reduce the number of additional facilities needed to accommodate a proposed reduction in class size. While these examples are too few to indicate a trend, they confirm a growing recognition that states may need to play a greater role.

One important role states can play is to keep better track of school facilities needs in order to illuminate some problems and forestall others. This can be done through a statewide inventory system, in which facilities are surveyed annually for maintenance and repair needs, or through state standards, such as accreditation, that require districts to report on and be responsible for the condition of their facilities. Inventory reports can be used as a basis for state technical assistance programs, for state planning, and for targeting state assistance efforts. These measures are not costly, but they do require commitment and a system to carry them out.

State Examples 1987-88

Actions to improve the adequacy of facilities

■ **MASSACHUSETTS** enacted legislation in 1988 that requires the state department of education to conduct a statewide inventory of school facilities. It also requires the department to issue annual reports to the legislature on the number of classrooms needed and on the condition of school buildings throughout the state.

■ **NORTH CAROLINA's** School Facilities Finance Act of 1987 will provide $3 billion for school construction over the next decade. The state board of education will adopt minimum school facility standards applicable to all new school construction. Counties that face critical facility needs yet lack the resources to help themselves will receive further assistance through the Commission on School Facility Needs.

■ Two Governors' commissions—the **OHIO** Education 2000 Commission and the **OREGON** Commission on School Finance Reform—are examining facilities-related issues, including finance, as part of their larger efforts.

Actions to expand the use of school buildings

■ New **IDAHO** legislation allows school districts to expand the use of school buildings by permitting senior citizens' centers to hold activities in school buildings.

■ **TENNESSEE** enacted legislation to allow districts to provide before- and after-school care for children whose parents work. The service is to be paid for by user fees. This legislation is based on programs that have been piloted in the state, including a Murfreesboro model Extended School Program that keeps school buildings occupied and school children cared for twelve hours a day, five days a week, year-round (except for five holidays).

State-Assisted Capital Outlay and Debt Service Programs, 1987-88

Full State Support	California Hawaii Maryland		
Grants-in-Aid			
Equalization	Arizona Arkansas Connecticut Florida Georgia Illinois	Maine Massachusetts New Jersey New Mexico New York North Carolina	Pennsylvania Rhode Island Utah Washington Wisconsin Wyoming
Flat	Alaska Connecticut Delaware	Florida Mississippi New Hampshire	New Jersey South Carolina Tennessee
Authorities			
Local	Indiana Kentucky Pennsylvania		
State	Alabama Kentucky Virginia		
Bond Bank	Alaska Maine	New Hampshire North Dakota	Vermont West Virginia
Loans	Arkansas Indiana	Minnesota North Dakota	Virginia Wyoming
No State Assistance	Colorado Idaho Iowa Kansas Louisiana Michigan	Missouri Montana Nebraska Nevada Ohio Oklahoma	Oregon South Dakota Texas West Virginia

SOURCE: Deborah A. Verstegen, University of Virginia
Richard G. Salmon, Virginia Polytechnic Institute and State University

COLLEGE QUALITY

In *Time for Results*, the Governors' Task Force on College Quality proposed a central strategy for improving the quality of undergraduate education. The Governors urged states to focus on results—what students are learning in college—by requiring campuses to implement multifaceted programs to assess student knowledge and skills. When results are used to hold institutions accountable and to improve teaching and learning on campus, improvement follows.

Since the release of *Time for Results* (and the many other reports that recommend assessment, including the Education Commission of the States' *Transforming the State Role in Undergraduate Education* and the Southern Regional Education Board's *Access to Quality Undergraduate Education*), states have moved at an impressive pace on this issue. According to the 1988 NGA survey, only fourteen states have not taken action to consider or begin campus programs to assess undergraduate student learning. (This excludes policies on entry-level testing and testing for special groups.) Twelve states are considering whether or not to adopt a state assessment policy, mainly through their higher education boards. Another twenty have taken formal action to develop or implement such policies. Most of these policies and proposals leave the details of assessment programs to the campuses, rather than mandating a particular test or version of assessment. Finally, four states (Florida, Georgia, South Dakota, and Tennessee) with assessment programs in place have accumulated the experience to report on the results they are getting.

States have accepted the challenge of finding out what students are learning in college and are moving forward on that task. Supporting this effort, several activities in the past year—seminars with state policymakers, national assessment conferences, and intensive case studies of postsecondary assessment—contribute to a growing knowledge of what constitutes best practices for the states. Through the experience of states that have ongoing assessment programs, elements of effective assessment policy have been identified. Assessment policy should:

- be appropriate to the institution's mission;
- encourage faculty and university officials to define and set goals for what students should learn and know;
- require accountability through reporting mechanisms;
- include incentives so campuses will use assessment results to improve instruction, curriculum, and programs;
- reinforce the commitment to access to higher education for all groups; and
- be part of an overall strategy to improve undergraduate education.

In addition to assessment programs, states are taking other steps to upgrade the quality of undergraduate education. Rhode Island established excellence grants to support outstanding undergraduate programs. Colorado and Oklahoma are considering a similar program directed to improving instruction. Several states have implemented measures to improve student readiness for college including increased admissions standards (ten states), placement testing at the senior high school level (Wyoming), programs to address minority students' lack of college preparation (Missouri, New Mexico), and comprehensive efforts at the postsecondary level to improve high school students' readiness for college (Maryland, New Mexico). Systems to report back to high schools on the college performance of their graduates, with the intent to promote better pre-college preparation, are being initiated in Illinois, Louisiana, and Texas.

Accountability initiatives are another way states are promoting results. A major reorganization of the Maryland higher education system will exchange more management autonomy at the campus level in exchange for greater campus accountability. Analysis and clearer delineation of roles and mission were underway in thirteen states this year, often on a system- or state-wide basis. Program reviews are being proposed in six states; in Kentucky, New Mexico, and Vermont, qualitative indicators, such as student outcomes, may be included in the program review process. New and revised data collection systems in Illinois, Missouri, and South Carolina will allow states to keep better track of college dropout and completion rates.

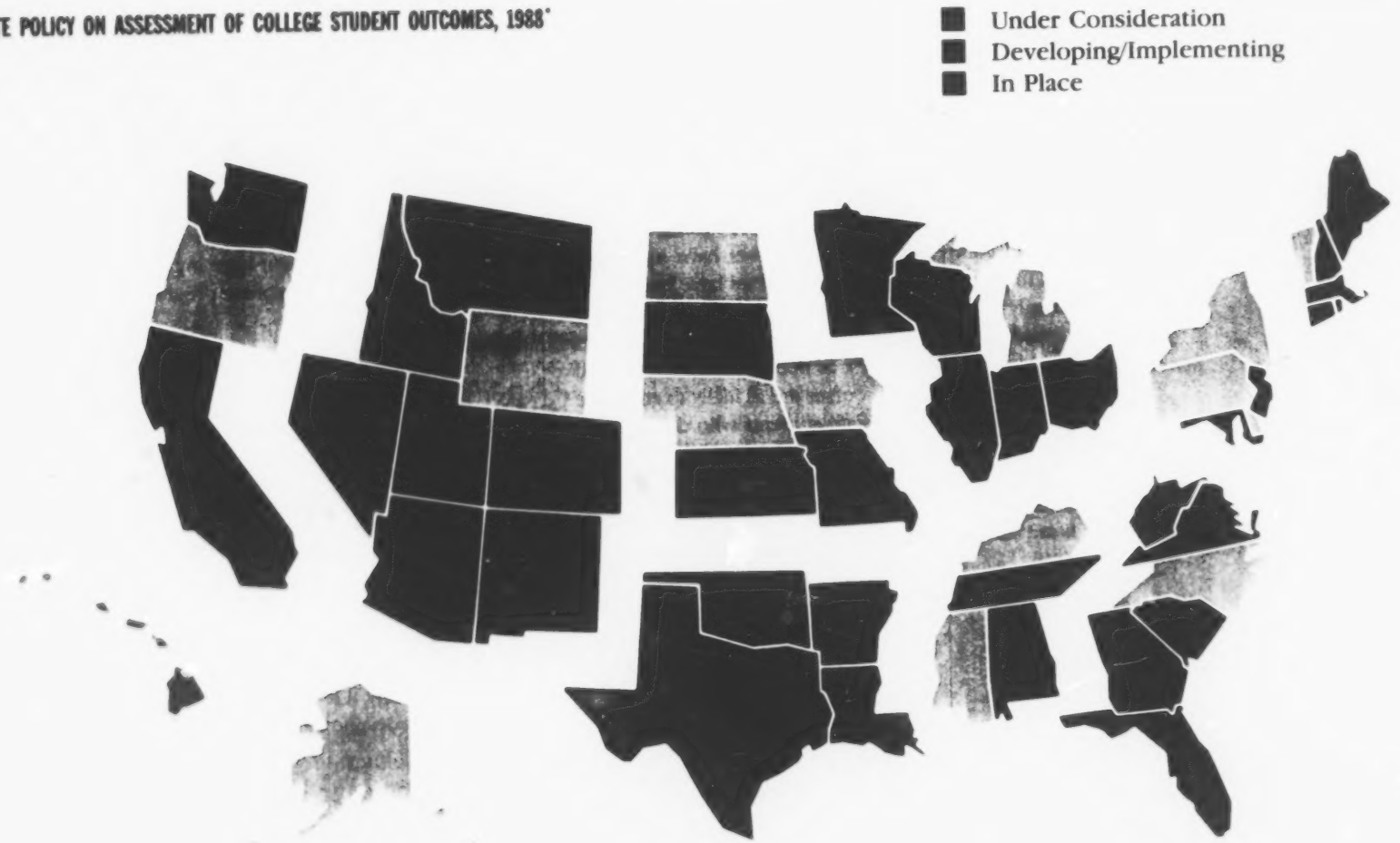
"What we can do, what we have done, is to set the climate for our colleges to engage in intense self-scrutiny necessary to choose their appropriate 'mission.'"

Thomas H. Kean
Governor of New Jersey

Results in College Quality

What results are states getting? Only a few states have had assessment systems in place long enough to talk about results. **FLORIDA's** strategy to improve the quality of postsecondary education was part of a larger effort to raise expectations for education at all levels. The state adopted stringent course requirements for high school graduation, raised standards for admission to public universities, instituted tests in basic skills and functional literacy for selected grades, and required two assessments at the postsecondary level: at entry—for placement purposes—and at the end of the sophomore year—for academic skills. These initiatives had the benefit of increased resources and funding strategies, including $5 million in 1987-88 for class size reduction at the postsecondary level, and other steps to enhance undergraduate education. As a result of these efforts, high school students are altering their high school course selection patterns; freshmen are entering the state university system with increased SAT and ACT scores and higher high school grade point averages; and performance on the College-Level Academic Skills Test (CLAST) has improved for both community college and university students.

STATE POLICY ON ASSESSMENT OF COLLEGE STUDENT OUTCOMES, 1988*



NOTE: *Entry-level testing and testing programs for prospective teachers are not included.

SOURCE: National Governors' Association Survey, 1988

State Policy Overview

"It is absolutely essential that we provide a new and more accountable structure for higher education."

William Donald Schaefer
Governor of Maryland

Through a decade of entry-level testing for placement and remediation purposes, **NEW JERSEY** has found that the scores of entering freshmen have improved little (only 12 percent of entering freshmen for fall 1986 appeared to be proficient in elementary algebra). However, the number of remedial, noncredit offerings at the postsecondary level have increased substantially.

Required reports on advisement, counseling, learning centers, and content of remedial courses have stimulated program improvement. And these courses have been effective not only in upgrading the basic skills of students needing remediation but also in holding them in college. Students who are identified by the test as needing remediation and who have completed such courses are as likely to complete four semesters of college as are students who do not need remediation. Once a year, the New Jersey Basic Skills Council reports to high school principals on the scores of their graduates on the New Jersey Basic Skills Placement Test. School boards are alerted to these reports.

TENNESSEE's performance funding system was fully implemented in 1979. Institutions meeting standards, such as accreditation and student performance, are eligible for a 5 percent bonus annually. As a result, over the past ten years a larger percentage of eligible programs have been accredited; Tennessee college and university graduates' scores have risen on licensure exams; scores are up on the standardized test used to assess general education; alumni surveys show that campus advising and placement have improved; and campuses are using assessment to improve programs and curriculum.

Unfinished Agenda

As states continue to develop measures to improve college quality through assessment programs, they must allow these programs time to work. Valid and reliable assessment measures appropriate to the postsecondary level are not developed overnight. Institutions should be encouraged to be creative and responsive in developing these tools. Despite the temptation to rely on a quick solution to the assessment mandate by pulling a test off the shelf, postsecondary assessment should not rely on a single measure or score. Also, states need the opportunity to learn as they undergo implementation experiences vis-a-vis state policy and institutional responses. Finally, it is essential that states maintain the pressure to assess despite the many vocal arguments against it.

State Examples 1987-88

■ **ILLINOIS** is implementing policy goals on undergraduate education adopted by the Board of Higher Education in 1986. Comprehensive reviews of undergraduate education have been initiated and campus assessment plans, emphasizing general education and baccalaureate-level skills, have been submitted to the board. According to board guidelines, assessment programs must be consistent with institutional mission and include defined objectives, multiple measures of student progress appropriate to the objectives, assessment of progress at appropriate intervals, and reinforcement of academic standards. The board also is undertaking a survey of excellence in teaching and faculty and a feedback system to high schools.

■ **NEW MEXICO** is developing a comprehensive five-year plan for all institutions to be released in the fall of 1988. Quality provisions being considered include improving developmental and remedial courses; raising admissions standards; supporting faculty renewal efforts; increasing coordination with the department of education on academic preparation for college to increase college participation rates, reduce school dropout rates, and focus on minorities; and developing assessment incentives.

■ In **OHIO,** the Board of Regents is developing a statewide assessment program for systematic improvement of undergraduate education. Over the past four years, the Regents have amassed extensive data on both program characteristics indicative of quality and processes to stimulate program improvement. The project is expected to identify in excellent undergraduate programs indicators that can be generalized across disciplines and institutions; determine how these characteristics can be used to improve program quality across institutions and across the state; identify ways to develop consensus among faculty and administrators regarding quality assessment; and determine how improved quality can be communicated to various significant constituencies.

■ **SOUTH CAROLINA's** recently adopted "Cutting Edge" initiative for higher education includes a requirement for strengthened college admissions standards; a merit-based scholarship program; a grants program for the improvement of undergraduate instruction; endowed professorships; a research investment fund for universities and senior colleges; a strategic planning process for higher education; and campus-based student assessment and institutional effectiveness measures.

■ During the past year, **VIRGINIA** public colleges and universities have submitted assessment plans to the state higher education commission. The commission allocated base funding increases to assist campuses with the implementation of their assessment programs over the 1988-90 biennium. Funds for Excellence, a $2.5 million grants program, will support faculty and curriculum development needs identified through assessment programs.

FINANCING SCHOOL IMPROVEMENT

"Every penny we invest in education produces dividends in our future economy."

Rudy Perpich
Governor of Minnesota

The State Policy Overviews demonstrate the continuing attention education is receiving throughout the country. This attention also is reflected in education funding. During this past year, expenditures for education rose faster than inflation, with increases in state and local expenditures averaging 6.03 percent. At the same time, inflation was at 4.7 percent. This continues a trend. Between 1982-83 and 1986-87 states boosted aid for public elementary and secondary schools by 41 percent, more than twice as much as the 19 percent inflation rate for state and local government during that period. However, total revenue for schools actually went up only 34.6 percent because federal and local funds did not increase at a comparable rate.

Variations in state expenditures reflect differences in enrollment trends, fiscal conditions, and current priorities. Enrollment growth is creating fiscal demand for school funding in states in the Southeast, West, and Southwest. California's estimated revenue needs from enrollment growth and inflation alone are enormous; it is estimated that public schools will require an additional $1.5 billion next year (1988-89) simply to cover an increase of 120,000 students and a 4.5 percent inflation rate. This is a "stay even" fiscal increase; it does not support additional reforms, class size reduction, or new programs.

Other factors in addition to enrollment growth and inflation have been driving up school costs. One of the early goals of education reform in most states was to improve teacher salaries. Even in states where enrollments have declined (twenty-five of the fifty), increased salary levels and declining pupil ratios have contributed to increased per pupil expenditures. The Southern Regional Education Board (SREB) recently reported that in the southern states it appears likely that teacher salary increases for 1988-89 will be at or above last year's average raise nationally of 5.5 percent. Since 1981, teacher salaries have increased nationally by 46 percent—ten SREB states raised average salaries by 45 percent or more; increases in Georgia and Virginia topped 60 percent.

Several analysts report that state budget and tax decisions in 1988 indicated more stable policy than in any other recent year. This situation reflects a stable federal tax policy without the changes that forced many states to adjust their tax packages in 1987. In addition, major economic forecasters are continuing to predict relatively slow inflation (3-5 percent) and slow real growth (1-3 percent). This suggests continuing stability for fiscal 1989 state budgets. Finally, the 1988 combination of state and federal elections commanded the attention of many elected officials, putting pressure on incumbents to avoid rocking the boat with tax increases or sharp spending cuts. The combination of slow economic growth, low inflation, and decisions to avoid tax changes encourages a spending policy based on the continuation of current services. In states that can afford it, continuation is being combined with some increases in excess of inflation on items such as teacher salaries.

During the past year, two school finance issues have been receiving increased attention from policymakers and the policy research community. One is the re-emergence of the dormant issue of fiscal equity. The second is consideration of the school restructuring issue through the prism of school finance.

EQUITY

Fiscal equity and finance reform initiatives, studies, and research have been largely dormant for the past eight years. This dormancy reflected a reduction in the pressure from

1970s court cases, which brought about legislative action. However, recently states are again addressing issues of equitable distribution of state aid to respond to differences in the wealth of districts. Some of these efforts were driven by court cases, others by legislative and gubernatorial proposals.

In 1987, Vermont recast its school finance plan to provide greater equity between the poorer rural districts and the districts whose resort complexes create significantly higher property wealth. The 1988 Colorado legislature enacted a new eight-tier formula that recognizes property wealth differences between cities, rural areas, recreational areas such as ski resorts, and others. The law attempts to accommodate unlike economies, varying costs, and different levels of spending and is expected to boost total state aid to schools by 6.8 percent. The Colorado law is an equity-based formula and has put an end to a class action suit that was expected to come to trial in the fall. A Kentucky court struck down that state's school finance system because "disparities in expenditures per student among districts—to the extent that they are caused by variations in fiscal capacity—are without legitimate educational justification and result in unequal educational opportunities."

In Florida, Illinois, Montana, and Oklahoma, court cases were pending or had been decided. Iowa, Oregon, and Texas were undertaking major school finance studies and revisions. The Texas study, under threat of state Supreme Court action, is looking at both finance equity and school program improvement issues.

Traditionally, school finance reform has been primarily concerned with taxpayer equity and the distribution of money among school districts and has not included explicit instructional improvement or student performance goals. However, the thrust of the current reforms are designed to:

- provide access to adequate education programs;
- emphasize concern for student performance; and
- support targeted populations.

The large influx of new funding in reform packages was directed at performance outcomes. This included efforts to attract and retain quality teachers and implement new accountability systems to measure student performance. Smaller amounts of money were appropriated through categorical programs and pilot projects as strategies to address issues of student readiness for school through early childhood and parent involvement programs. These same categorical funding strategies are being used to find solutions to the student dropout problem.

The cost implications of these reform efforts required decisions on how they should be funded. In most states, school aid formulas are driven by the goal of equitable distribution of funds to local school districts. The reform packages added two additional goals—school improvement and serving targeted populations—that have been added as appendages to the basic school aid formula. Tensions between adding to the formula and funding outside the formula are always present in determining how money will be allocated. Distributional equity for local school districts and local control values are threatened when the state establishes priorities through categorical programs and service requirements. To get at pressing education problems, state policymakers use categorical programs and mandated services or salary levels to direct the use of funds and require separate reporting for accountability purposes.

The out-of-formula spending of the recent reforms requires renewed attention. This categorical funding may

provide aid on a basis that rewards rich districts with more per-pupil state aid than poor districts. One study observed that state incentive programs and competitive grants were being used more frequently by districts that are already fiscally and academically advantaged. Other examples include matching local effort for operating programs; paying employer contributions to retirement, a system that favors districts with the lowest pupil-teacher ratios and highest salaries; and accepting a fixed share of school construction costs. Another analyst suggests, however, that the impact of large salary increases may have an equalizing effect by leveling-up expenditures through the dominant impact that salary has on total school expenditure.

It is apparent that behavior is influenced by directing funds through specific appendages to the standard distribution formula. Teacher salaries are raised, career ladders are established, assessment and reporting programs are put in place, and extra services are provided for young children and those at risk of dropping out of school. Yet, categorical programs can be vulnerable to political and cost-saving attacks while the basic formula seems to receive regular increases without regular reassessment of the elements of the formula. A challenge to states is to build aid formulas that provide incentives and service requirements for directing resources to certain program and need priorities and still accommodate the distributional issues of fiscal equity. The basic formula is a powerful tool that has been used to address only one of the three outcomes.

"Money invested in education is much like a seed planted. The gains are often seen only after the ground is cultivated, the plant nurtured, and the crop harvested."

Ray Mabus
Governor of Mississippi

RESTRUCTURING SCHOOLS

Since 1986, states have been dealing with a new set of reports that reflect concern for the skills needed in the workforce and the unacceptable level (27 percent) of student dropouts. By and large, these reports address more complex issues, including some important aspects of schooling that were overlooked earlier. The new demands go beyond the basic skills to emphasize higher literacies involving problem solving, flexibility, and communications skills. It is widely agreed that all youngsters must not only remain in school but also achieve these higher literacies.

This is, in a sense, a very different reform agenda than that demanding "excellence." It adds a new list of finance questions to the state education policy debate. States must consider the finance implications of altering the structure of the teaching profession. It will be necessary to examine the overall resource mix required for a school structured to produce higher literacies, not just basic skills. Changing instructional strategies requires new skills and the costs associated with staff development. Assessing higher literacies and holding school sites accountable for them require investments in new tests and new mechanisms for reporting between schools and districts and between districts and states. It is necessary to consider not just the absolute level of funding required to support restructured schools but the way money is made available to schools and school districts.

Experience thus far gives some implications for cost. Teacher professionalism initiatives began with raising basic salaries that had declined relative to inflation during the recession years of the late 1970s. With better salaries in place, discussion has moved to differential roles for teachers and other adults in the school. Rochester, New York, provides new funds to pay teachers for roles with more responsibility. Other districts have experience with the reallocation of salary costs to pay for new roles in the building. In Dade County, Florida, except for start-up costs in the pilot schools, changes

"Preparing students properly is an expensive proposition, but the alternative is totally unacceptable."

Cecil D. Andrus
Governor of Idaho

are designed to be "cost neutral" so there are no expensive surprises down the line.

Another cost item is funding staff development opportunities for learning new instructional methods and skills for shared decisionmaking. A portion of these costs may already be available in the system. For instance, a California study identified $1 billion being spent on staff development with no overall strategy and little evidence of results. School districts and states are already funding assessment systems, but assessing higher order skills requires new investments in research and development. The transition costs in time and training cannot be avoided. Given what can be viewed in isolation as considerable new costs, with the large investments already made in teacher salaries and with focused use of existing resources, these new costs look to be on the margin of the overall cost of elementary and secondary education.

What Results Are States Getting?

The reforms and anticipated additional changes through the restructuring schools initiatives have led to a call for better analysis on the topic of school finance. The tools for this analysis may be forthcoming. The U.S. Department of Education's National Center for Education Statistics is moving effectively to a standard reporting protocol for school finance data. The Council of Chief State School Officers is leading this effort and has asked five states to pilot the standards. This is a necessary step for reporting of comparable data and for better research.

The National Conference of State Legislation and the Education Commission of the States have formed a "School Finance Collaborative," a joint, two-year project to help state leaders make funding decisions that will improve school productivity. The collaborative reestablishes the presence of these two organizations in a field where they once maintained a more active role. Some foundations and the Department of Education are beginning to fund finance policy research efforts again. NGA underwrote an early conference of the collaborative to explore the finance questions emerging from restructuring schools experiences. With education expenditures dominating state budgets, regular reporting and continuing study are required.

South Carolina and California represent two models of how results can be tracked by states. Each model is outside the usual department of education monitoring structure. In South Carolina, by law, the two blue-ribbon committees that developed the Education Improvement Act and worked for increased funds must assess the progress of the act and make recommendations to address any problems that would hamper further educational progress. In their spring 1988 annual report, progress was reported on established goals in basic skills, SAT scores, student attendance, advanced placement, supply of recent fully certified teachers, and business involvement in the schools.

Extensive data on many aspects of education have been available in California for years. Policy Analysis for California Educators (PACE) uses existing data sources and special studies to report on important indicators. These include enrollment and students, human resources (teachers, administrators), school districts, curriculum, student performance, fiscal resources, and more.

The capacity in data and personnel to assess results certainly exists in many other states. Bringing the resources together with an explicit mandate to monitor important indicators can achieve a results-oriented assessment of what new education resources are buying.

School Revenue Increases And Enrollment Changes 1983–87

	State	Revenue Increases (Percent)				Enrollment Changes (Percent)
		Total	State	Local	Federal	
NEW ENGLAND	Connecticut	43.8%	60.2%	36.2%	16.2%	- 6.7%
	Maine	37.5	43.0	35.0	17.3	- 0.7
	Massachusetts	21.5	47.4	4.1	29.5	- 7.5
	New Hampshire	34.8	6.5	37.7	29.2	2.2
	Rhode Island	28.6	39.1	23.0	18.4	- 3.7
	Vermont	34.1	38.2	31.6	34.8	- 1.4
MIDDLE ATLANTIC	Delaware	32.3	35.4	32.1	11.0	1.9
	Maryland	32.9	30.1	36.5	19.4	- 3.4
	New Jersey	34.5	46.4	26.8	25.2	- 5.5
	New York	32.4	42.7	25.6	24.4	- 4.2
	Pennsylvania	32.9	33.3	33.8	20.2	- 7.0
MIDWEST	Illinois	28.1	41.9	20.9	16.1	- 4.0
	Indiana	33.4	48.2	17.2	19.5	- 3.6
	Michigan	19.3	26.7	18.9	-20.9	- 4.2
	Minnesota	29.1	66.8	-1.9	6.3	- 0.8
	Ohio	25.7	34.3	19.9	11.7	- 3.5
	Wisconsin	30.4	15.6	40.9	25.3	- 2.2
WEST NORTH CENTRAL	Iowa	13.2	17.2	10.7	7.2	- 4.7
	Kansas	25.6	27.7	24.2	22.0	2.4
	Missouri	31.3	41.0	28.2	4.7	- 0.3
	Nebraska	24.9	11.5	32.4	13.8	- 0.9
	North Dakota	4.6	5.9	5.1	- 5.8	1.4
	South Dakota	22.0	21.2	22.8	19.3	0.8
EAST SOUTH CENTRAL	Alabama	22.9	23.5	26.9	14.6	1.3
	Kentucky	30.3	29.0	36.6	27.5	- 1.2
	Mississippi	43.4	42.3	62.6	21.6	7.8
	Tennessee	36.9	46.2	28.4	28.9	- 0.8
SOUTH ATLANTIC	Florida	48.9%	47.6%	54.4%	32.4%	8.2%
	Georgia	38.9	38.9	47.8	9.1	1.3
	North Carolina	42.1	48.2	48.4	-10.5	- 1.4
	South Carolina	47.0	56.1	51.0	- 1.1	0.5
	Virginia	42.7	53.4	41.0	9.6	- 0.1
	West Virginia	43.7	38.1	35.3	112.8	- 6.2
WEST SOUTH CENTRAL	Arkansas	36.5	54.4	19.7	6.1	1.1
	Louisiana	12.5	8.2	10.7	44.2	1.8
	Oklahoma	-10.0	-10.1	-3.7	-32.6	1.6
	Texas	40.3	39.2	48.1	8.0	7.5
MOUNTAIN	Arizona	N/A	N/A	N/A	N/A	11.9
	Colorado	31.0	20.0	40.8	18.0	2.4
	Idaho	31.3	31.7	32.5	22.3	2.7
	Montana	26.6	27.4	25.8	26.2	0.6
	Nevada	31.9	27.4	36.5	25.1	6.7
	New Mexico	17.4	21.6	8.1	1.3	- 0.1
	Utah	31.7	36.6	27.7	13.4	12.6
	Wyoming	27.5	82.1	5.5	4.8	- 0.7
PACIFIC	Alaska	87.9	83.1	86.5	231.6	23.6
	California	58.7	64.7	53.9	24.9	6.8
	Hawaii	28.8	31.9	-52.9	4.7	1.5
	Oregon	22.5	12.2	26.1	34.3	0.2
	Washington	39.2	39.4	40.4	33.0	3.1
	U.S. TOTAL	34.1	41.0	29.5	17.0	0.3

Source: National Education Association
Adapted with permission of the National Conference of State Legislatures

Highlights of State Education Policies: 1987–88

States want to know what other states are doing to reform education policies and programs. The following table presents the highlights of education policies and practices that have been adopted or are being implemented in 1987-88. Initiatives that are in the proposal stage and under consideration are also included. These are displayed in *italics* and are coded according to which official or agency is considering the initiative. States are grouped by region so that policymakers can readily see what the states in their area are doing.

The information in the table is based on a survey of the fifty states in spring 1988, completed by Governors' offices, with assistance from departments of education and higher education boards. The survey asked states to update the status of activities reported last year as well as to report on new and proposed programs. The focus of the survey is on the issues and recommendations of *Time for Results*.

Results in Education: 1987 established a base line for existing policies and programs in the states. Many of the programs reported in the highlights table had been in place at the state level for several years. This year's highlights table is confined to 1987-88. Appropriately, it should be read alongside the highlights table in the 1987 volume in order to provide a richer sense of education policies in the seven policy areas listed below. While the *Results in Education* reports for 1989 and 1990 will limit reporting to those years, the 1991 edition will include an extensive education policy profile for each state, summing up policy developments throughout the years.

As readers review the table they should bear in mind that states are at very different stages of policymaking. Some are adding to or revising existing programs, learning from lessons of the past and responding to new demands, while others are venturing into new policy areas. For example, Indiana adopted a major education reform package in 1987 and is working to implement the pieces of that program rather than moving into new policy areas. Still other states that show little activity on the highlights table may be states with strong traditions of local control; in keeping with this tradition, the state role in education continues to be limited.

The policy highlights presented in this section are not representative of all major education reforms in the states. Instead, they emphasize the major recommendations in *Time for Results*, which are listed below:

Teaching
Develop teacher recruitment, retention strategies
Strengthen teacher preparation
Revise teacher licensure

Leadership and Management
Evaluate and reward administrators
Reward and sanction schools for student performance
Encourage school site autonomy

Parent Involvement and Choice
Train teachers in involving parents
Assist LEAS with parent programs
Provide parenting information to parents of preschoolers
Allow school choice

Readiness
Offer programs for at-risk preschoolers
Develop early warning systems
Create alternative programs for potential dropouts
Initiate state help for at-risk K-12

Technology
Encourage technology plans
Train teachers
Stimulate research and development
Help districts gain access to technology

School Facilities
Expand school use
Inventory school facilities and maintenance needs

College Quality
Define and document institutional role and mission
Assess student performance in order to improve teaching, learning, accountability

Highlights of State Education Policies: 1987–88

		Leadership and Management	Teaching	Parent Involvement and Choice
NEW ENGLAND	**Connecticut**		Implementing new licensure regulations University center to promote research and practice Pilot program for alternate route candidates Formed interstate teacher assessment consortium with California	Interagency support for families of severely handicapped, at-risk preschoolers
	Maine	New rules for administrator licensure include mentoring Developing school report cards Restructuring schools pilot grants	Implementing new licensure regulations New teacher preparation program approval standards *Longer school year (C,D)* *Require master's degree after five years (C,D)* *Teacher academies (C,D)*	Education-parents-business partnerships for higher graduation and college attendance rates *Parent education for teen parents, parents of preschoolers (G,D)* *Allow parents to help design 8th grade ed plan (C)*
	Massachusetts	Adopted school performance awards Awarded planning grants for restructuring schools Required districts to improve low performing schools as a condition for continued special state aid	Liberal arts major prior to provisional license Clinically based master's required for full license Increased minimum salary Planning professional development schools *Stronger role for teachers in standard-setting (L)*	Increased funding for school improvement councils
	New Hampshire	Revised training and licensure standards Alternative route for administrators Student testing results reported by school; assistance provided to low performing schools *Funds to train and upgrade administrators (G,C,B)*	Revised all areas for licensure Require basic skills assessment for new candidates without master's degrees *Alternate route (D,B)*	
	Rhode Island	Adopted school-site management pilot projects Established state leadership academy *Special pilot project to restructure schools (G)*	Funding scholarships to attract outstanding students to teaching Enacted mentoring, teacher education, professional development proposals *Develop standards for teacher ed programs (B)*	Established parent education program, birth to three
	Vermont	Expanded leadership academy Established mentor program for principals *Require internship (B)* *Merit schools (L)*	Mentor program for licensing vocational teachers *Preservice, licensure, and working conditions proposals (B,C,G,L)* *Interagency recruitment program (B)* *Revise performance-based licensure (B)*	Parent education program, at-risk preschool *Parent involvement in development of school report cards (G,D)* *Choice option for dropouts (G)*

Key: Policies under consideration appear in italics. The letters in parentheses represent the government official(s) or agency that is considering the policy. G = Governor; L = legislature; B = state board of education; H = higher education board; D = state department of education; T = task force, commission, advisory body, etc.; C = chief state school officer; O = other.

Readiness	Education Technology	School Facilities	College Quality
Interagency services for at-risk infants, toddlers At-risk identification, dropout prevention Initiated extended day kindergarten Implementing substance abuse prevention education Parenting skills, job training for teen parents	Established distance learning incentive grant	Expanded remedial summer school programs	Developing campus plans for assessment; report progress and impact annually to board of governors
Interagency coordination for at-risk youth (G,C) *Study of factors related to school readiness to determine appropriate school entrance age (L)*	Expanded state computer consortium *Develop distance learning network, all high schools (G,D,L,O)*	Expanding before- and after-school programs Statutes and rules to encourage community use of school facilities (e.g. scouts, adult education) *New school construction funds (G,L)*	*Performance evaluation system (B)* *Financing the cost of postsecondary education (C)*
Expanded interagency services for at-risk youth Started experimental summer programs in low-performing elementary schools *Expand early childhood programs to include all 3- & 4-year-olds (L)*	Expanded training grants Approved capital funds for equipment	Enacted school building assistance law to require inventory and annual report on condition and need for facilities	*Comprehensive review of undergraduate education: curriculum, assessment, admissions, faculty development (H)*
Adopted readiness screening, remediation for students K-1 Established Office of Dropout Prevention to provide technical assistance to districts *Multi-faceted dropout prevention (B,C,G,L)*	Allocated funds for teachers to buy computers, for video disc hardware, and for training of teachers and administrators *Distance learning models (G,B)*	Conducting study of options to increase support for school buildings *Statewide database on school building conditions (C,D,G)*	Developing strategic planning documents for institutions, university system *Comprehensive assessment of programs, students (H)*
Pre-K screening for readiness Competitive grants for dropout prevention programs Adopted literacy and math intervention programs Governor's schools for at-risk students	Funded distance learning initiative Computer resource center for LEP students Formed statewide technology task force *Planning grant for technology resource center (C)*		Excellence grants: improve undergraduate programs Scholarships for outstanding high school students Adding new outcomes measures to annual reports *Improving minority student programs, services (H)*
Interagency coordination for at-risk preschoolers Model programs and technical assistance for dropout prevention Parent-child centers offering parenting skills and vocational training to teen parents	Established distance learning sites *Interactive satellite pilots (L)* *Statewide classroom-based computer network (L)* *Technology study report (B,L)*	School construction funding tripled; district decisionmaking on facility needs	Adopting new guidelines for graduate study Revised program review standards to include quality assessment

Highlights of State Education Policies: 1987–88

		Leadership and Management	Teaching	Parent Involvement and Choice
MID-ATLANTIC	**Delaware**	Expanded principals academy, includes mentoring Piloting new administrator evaluation instrument Regulation waivers for demonstration projects Ed. agenda set by state board with work plan *Special pilot project to restructure schools (L)*	Statewide inservice on effective teaching Pilot mentor teacher program Exit interviews to diagnose why teachers leave *Hire aides for non-teaching duties (L)* *Inservice in teaching higher-order skills (D)*	Piloting parent training program
	Maryland	Appointed committee on principal preparation and licensure Governor's commission on school performance developing interim report	Initiating beginning teacher program Identified essential core of preparation *Alternate route study (T)* *Statewide funding for staff development (L)*	Parent education and information centers for handicapped students' parents Parent involvement through instructional resources *Improving home-school cooperation for young children (D)*
	New Jersey	Expanded inservice academy to serve more districts Enacted state intervention legislation for bankrupt school districts. *Revise licensure standards for principals (B,L)* *School report cards; reward effective schools (G)*	Raised minimum passing scores on teacher exams Initiated public service campaign on image of teaching	Piloting effective parent involvement strategies *Study of choice option for public schools (G,C)* *School report cards to facilitate parent involvement (G)*
	New York	Institutes for new administrators, elementary principals, superintendents, board members Funds to promote shared decisionmaking and new roles for teachers at the school site Fellowships for advanced professional preparation	Established teacher recruitment clearinghouse More stringent requirements for teaching without certification Initiated evaluation of undergraduate teacher ed *Establish professional board for teaching (C,H)*	Sponsored staff conference on forming partnerships with preschoolers' parents Initiated parent education grant projects *Parent outreach in community schools (B,D,C)* *Create office of parent education (C,B)*
	Pennsylvania	Principals academy on instructional leadership Convened committee to seek nontraditional methods to improve school labor-management relations *School performance incentive awards (G,L)* *Expand student testing beyond reading/math (G,L)*	Implementing school professional development plans Teacher policy advisors to Secretary of Education *Revise standards for teacher preparation (B)* *Grants to develop lead teacher programs (G,L)* *Increase minimum salary (G,L)*	Initiated media campaigns to promote parent involvement in children's instruction

Key: Policies under consideration appear in italics. The letters in parentheses represent the government official(s) or agency that is considering the policy. G = Governor; L = legislature; B = state board of education; H = higher education board; D = state department of education; T = task force, commission, advisory body, etc.; C = chief state school officer; O = other.

Readiness	Education Technology	School Facilities	College Quality
Early childhood task force Advisory committee on at-risk children considering early identification system Developing model program for preschool	Established state educational technology council to assist planning, teacher training, and access State curriculum dissemination initiatives	Offer use, renovations of excess space in h.s. for nonprofit orgs to run day care centers *Seed money for before- and after-school day care by nonprofit groups (L)* *Facility inventory and capacity study (D)*	
Comprehensive early preparation for college enrollment (L)	Implementing distance learning Formulated state technology plan and guide for districts Purchased hardware with aid of private sector Developed statewide bulletin board for districts	Offering guidance on assessing indoor air quality Studying the facility implications of alternative education programs Plan to develop model specifications on impact of communication technology on facilities	Reorganizing higher ed governance Campuses to develop accountability, assessment plans Campuses given more autonomy in exchange for accountability
Developing pilot preschool programs School-to-work transition program for urban youth K-3 staff development for basic skills instruction Establishing panel to develop values education *Early identification of at-risk in grade 8 (L,B)*	Statewide technology plan and guide for districts *Participation in satellite educational resources consortium to provide distance learning (D)*	Instruction space size code allows for flexible planning and construction of school buildings *Facilities funding proposals (L)*	Implementing comprehensive outcomes assessment Establishing statewide faculty development program Implementing planning report, two-year colleges
Expanded comprehensive preschool for at-risk Comprehensive developmental program: Pre-K-1 Model interagency coordination for at-risk youth *Pre-K for all 4-year-olds (G,B)*	Developing statewide network to promote access & cost sharing, pilot delivery systems, encourage instructional accountability, and speed reporting	Capital assets preservation program to regularly assess condition of school buildings *Enrichment of building aid formulas (C,L,B)* *New aid for repairs and structures not currently eligible for aid (C,L,B)*	
Initiated dropout prevention program grants Summer program grants for LEP students *Models for child care, latchkey services (G,L)* *Expand dropout prevention programs (G,L)* *Replace remediation funding with incentives (G,L)*	Expanded electronic network *Technical assistance (C)* *Study to determine long-range funding, curriculum needs for instructional television, includes distance learning (D)*	*Before- and after-school model latchkey programs (G,L)*	*Mission clarification and documentation (G)*

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Highlights of State Education Policies: 1987–88

		Leadership and Management	Teaching	Parent Involvement and Choice
MIDWEST	**Illinois**	Expanded and clarified school report cards Revised administrator licensure requirements—emphasize supervision, evaluation	Increased liberal arts requirements *Funding request for pilots for clinical schools, beginning teachers, restructuring schools (B,L)* *Minority teacher recruitment (B,H)*	Parent education program, at-risk preschool State funds for Chicago parent education Teacher training for parent involvement, preschool, and handicapped *Study of choice option (G)*
	Indiana	Implementing performance-based rewards and accreditation 1988-89	Established scholarships for minority teachers Initiated teacher referral system Study licensure and continuing education credit Implementing mentor/intern and staff evaluation program	Parent involvement activities: workshops, program guides, public awareness campaign
	Michigan	Revised licensure for administrators Implemented ed dept's. school improvement program *Require core curriculum, school improvement plans (G,L)* *Approved accreditation standards (L)*	Adopted teacher competency testing *Create professional standards commission (B)* *Revise teacher licensure (B)*	Teaching standards to include training in parent involvement *Choice option (G,L)*
	Minnesota	Accountability plan—identify subject area learner outcomes, assess, report district results Study options and funding for Indian school Study district organization and governance Established agreement procedure: school site mgmt.	Redesigned teacher education curriculum Teacher education exemplary program grants Collaborative pilot induction program grants Initiated longitudinal study of teacher education	Enacted K-12 enrollment choice option for all public schools Increased parent involvement in learning development K-12 Parent education, at-risk early childhood
	Ohio	Expanded academy for school improvement strategies Include additional indicators in statewide education report	Expanded and targeted teacher loans Funded model career ladder project Planning new standards for continuing education Adopted induction program requirement *Teacher recruitment and retention (T)*	Produced publications for parent involvement in preschoolers', students' learning *Parent education, involvement options (T)*
	Wisconsin	Adopted leadership academy for mid-career administrators	Established minority teacher loan program Established teacher incentive pilot project Adopted teacher testing for licensure requirement	Statewide campaign for parent involvement Expanded preschool-grade five parent involvement program in targeted schools

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Readiness	Education Technology	School Facilities	College Quality
Program grants to serve at-risk young children and their families *Combined conservation corps and education for 16- to 18-year-olds (B)*	*Comprehensive use of high technology, including distance learning, to enhance instruction, training to rural, small schools (B,C,G)* *Pilot sites to create district databases (B,L)*	Initiated major revision of school safety code Reactivated advisory council for school safety *Safety compliance reporting system (C)*	Campus-developed assessment plans to board Developing college/h.s feedback on performance Undertaking comprehensive review of undergraduate education *Higher education accountability (G)*
Implemented comprehensive achievement testing with required remediation	Place computers in students' homes at selected sites with private funding	Initiated nontraditional summer school pilots	Approved new mission statements *Assessment of student outcomes (H)* *Performance funding (H)*
Community college tuition incentive for at-risk youth *State-funded preschool for at-risk children (L)* *Student retention incentives for districts (B)* *Employability skills test (L)*	Computer literacy and educational technology grants Summer institutes for motivated students Developing plan for rural distance learning sites Adopted statewide technology plan	*Bonding for asbestos removal (G,L)*	Incorporated new mission statements in appropriations Tuition futures program *Mission/enrollment-based funding formula (L)*
Dropout prevention: choice of alternative ed prgms Two years h.s. eligibility for adults over 21 Interagency coordination for at-risk youth Early childhood ed programs: at-risk 3, 4-year-olds *Require community service course (G,B)*	Program improvement cost sharing grants, e.g. distance learning equipment Information dissemination on emerging technologies Increasing teacher productivity through computers	Year-round pilots to accelerate school completion Year-round pilots for at-risk youth State grants to small districts sharing new h.s. Extended day program K-6 *Revised facilities planning guide (D)*	Creating intersystem plan with role differentiation, priorities Establishing pilot assessment project Appropriated funds for quality assessment
Studying impact of kindergarten on later achievement *Programs for at-risk preschoolers (G)* *Helping at-risk students meet higher standards (G)* *Mandate kindergarten attendance (L)*	Established guidelines, training, to integrate technology into curriculum Pilot technology program: computers for tracking, management, instruction	*Use of state funds for latchkey programs (L)* *Aid to districts for building construction and maintenance (G)*	Creating network of two-year colleges for sharing of expertise, specializations Creating excellence outcomes indicators *Improve postsecondary access, success of traditional noncollege attendees (H)*
Welfare benefits tied to school attendance Increased funds to prevent drug abuse, suicide Preschool program grant for at-risk youngsters Strengthened compulsory attendance requirements Strengthened truancy prevention, penalties	Conducted district-level distance learning needs assessment	Approved required space for before- and after-school care	Revised mission statements Completed program review process, plan Developing systemwide student assessment; implementation by 1991 Assessment pilots underway

Highlights of State Education Policies: 1987–88

		Leadership and Management	Teaching	Parent Involvement and Choice
WEST NORTH CENTRAL	**Iowa**	Report student achievement goals by district Revised standards for accrediting schools Recruit women and minorities into administration Interstate sharing agreements between districts Adopted evaluator approval for administrators	Recognition of national board certification Funds for cooperating teacher programs, clinical schools, and student teacher evaluation Adopted more rigorous licensure standards Recruitment, retention, professionalization	Postsecondary choice for h.s. juniors and seniors Expanded choice options for public schools Study of home schooling/private instruction Incorporated parent involvement and choice in human growth and development curriculum
	Kansas		Expanded inservice program	Held statewide conference, workshops to promote parent involvement
	Missouri	Developing assessment center for licensure Expanded leadership academy	Replaced life license with three-level process Expanded career ladder to include more districts	*Adopted school choice option for urban areas (G,D)*
	Nebraska	Adopted administrator professional entry skills *Flexible accreditation standards to assist school-site autonomy for rural elementary districts (B)* *Study of school/student assessment (L)*	Adopted basic skills entry test	Parent involvement program for special education Held statewide Chapter 1 parent conference
	North Dakota	Established leadership academy *Professional staff development model (C)*	*Teacher recruitment strategy for high school students, minorities (D)*	Piloting parent involvement project Parent involvement grant program, special education
	South Dakota			

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Readiness	Education Technology	School Facilities	College Quality
Pilot multiagency approach for at-risk 3- and 4-year-olds Conducting student literacy study Initiated at-risk identification and remediation Created center for early development education	Developing regulations for distance learning Developing procedure to measure effects of distance learning on student achievement	Authorized year-round and modified block schedule pilots	Quality of undergraduate education study Conducted organizational external audit Conducting comprehensive study of higher education Conducting governance study for two-year colleges
Initiating interagency coordination for dropout prevention Held workshop on early identification and intervention for at-risk youths	*Develop regulations for distance learning (B)*		Campuses to develop student assessment plans; submit plans to regents—1989 *Increased admissions standards (H,G)*
Held statewide conference to promote awareness of at-risk issues At-risk identification and intervention programs, including publication, grants Pilots to accelerate learning by at-risk students	Expanded use of satellite education television Adopted regulations for distance learning *Funding for distance learning development (L)*		Conducting student achievement study Statewide review of undergraduate education Minority recruitment and retention initiative *Lengthen academic calendar at four-year campuses (G,O)*
Created at-risk identification and intervention task force Formed interagency dropout prevention policy team	Initiated statewide distance learning projects		Implementing increased admissions standards
Pilot interagency monitoring and referral programs for at-risk infants, preschoolers Statewide alternative high school programs Alcohol and drug abuse prevention education *Interagency coordination for at-risk students (C)*	Established incentive grants for ed technology, including training and equipment *Per pupil allocation for educational technology (L)*		Review new program proposals against mission statements *Increased admission standards (H)*
Formed interagency work group for at-risk youth issues Developed comprehensive health curriculum for K-12	Adopted new technology assistance program *Expand instructional television to distance learning (C)*		Revised state assessment system from mandated value-added assessment to campus-developed assessment programs Increased budget flexibility for institutions

Highlights of State Education Policies: 1987–88

EAST SOUTH CENTRAL

	Leadership and Management	Teaching	Parent Involvement and Choice
Alabama	*Evaluate administrator preparation (T)* *Incentives for improving student achievement (T)*	Rescinded performance-based incentive program *Developed recommendations for improving teacher preparation (G)*	
Kentucky	*School improvement incentive program to set performance standards, assess progress, and provide incentives (G)*	*Create independent licensure board with a teacher majority (L)*	Encouraging parent involvement in life skills instruction
Mississippi	Revised competency-based administrator licensure with local district flexibility Continued development of new assessment instrument *Study of administrator role, management functions (T)*	Set minimum passing score for provisional teachers *Procedures for issuing, suspending, and revoking licenses (L)*	Encouraging parent involvement in accreditation evaluation
Tennessee	Career ladder now optional	Career ladder now optional Technical assistance to induction programs Teacher education policy added an academic major and internship *Recommendations on minority teachers (G,B,H,L)*	*Parent involvement policy statement (C)* *Parent-community-school partnerships (C)*

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Readiness	Education Technology	School Facilities	College Quality
Adopted dropout prevention plan *Comprehensive education improvement plan (L)*	Enhanced learning resource center serving districts		Implementing planning report for two-year colleges New campus mission, role, and scope statements Assessment of student outcomes
New statewide test for grades K-2 and remediation plan Expanded dropout prevention programs *Expand early childhood programs (L)*	Expansion of ETV college telecourse capability	Expanded survey of school facility construction and maintenance needs Expanded state debt service program to assist local school construction	Adding qualitative criteria to established program review process Reviewing funding formula and considering quality incentives, options for differentiating institutional missions
Increased dropout prevention effort via alternative, work-related education Increased funds for kindergarten *Interagency coordination for at-risk youth (C)* *Increased funds for adult literacy (G)*	*Symposium on classroom calculator use (D)* *Statewide distance learning via ETV (D)*		
Helping at-risk students meet higher standards with special emphasis on middle, summer school (D)	*Grades K-4 computer activities resource guide and training (D)* *Grades 5-8 curriculum revision to include computer skills (D)*	Authorized before- and after-school day care *Asbestos inspection and removal plan (D,G,L,O)*	Revising institutional mission statements Revised, expanded performance funding standards

Highlights of State Education Policies: 1987–88

SOUTH ATLANTIC

	Leadership and Management	Teaching	Parent Involvement and Choice
Florida	*Increase school site management, autonomy (G,L)* *Expand program to reward schools based on performance (G,L)*	Career ladder not funded; program repealed *Double scholarships for minority prospective teacher education students (G,C,L)* *Enhance teacher decisionmaking through school-site management programs (G,L)*	Pilot parent involvement program, at-risk preschool Implementing parent involvement projects, handicapped *Promote parent involvement, school outreach (L)*
Georgia	Expanded funding for leadership academy *Career ladder program (B)* *Permit LEAs to apply for regulation waivers if they meet outcome goals (C)* *Salary supplement based on school size/level (L)*	Developed alternate route for liberal arts graduates in critical shortage fields Piloted teacher evaluation instrument Created four teacher education centers *Loan programs for shortage areas, minorities (C)*	Pilot parent education, handicapped preschool Initiated outstanding parent recognition program
North Carolina	Piloting two-year initial licensure program Developed principal training program *Increased flexibility for LEAs in use of funds (G,L)*	Adopted higher standards, strengthened programs, advisory professional practices commission *Minority recruitment program (G,D)* *Higher education/local school partnerships (D)* *Model clinical teaching program (H)*	Expanded staff development in parent education Parent education program for parents of students who are handicapped or learning disabled
South Carolina	Implemented state principal evaluation system *Revise accreditation system to assess leadership, management, and policymaking roles (B)* *Deregulation and flexibility for schools demonstrating superior productivity (B)*	Expanded funding for recruitment, loans, teacher incentive program *Increased hiring flexibility in outstanding schools (B)*	
Virginia	Expanded leadership training including principal assessment centers *Administrator fellowship program (D)* *Annual principal evaluation (B)*	Strengthen requirements for preparation in liberal arts and field-based training Expanded scholarship funds and eligible areas Review and refine beginning teacher assistance Guidelines for restructuring teacher education	Required parent involvement, school advisory committees Parent involvement through family life instruction and drug abuse prevention network
West Virginia	Established leadership training technical assistance center School report cards *Increased accountability measures (L)*	Revised professional education council to include peer-elected teacher majority Established licensure appeals board *Require NCATE accreditation (B,H,D)* *Internships, sabbaticals, scholarships (L)*	Expanded parent resource training center models *State coordination to aid districts in encouraging parent involvement (L)*

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Readiness	Education Technology	School Facilities	College Quality
Saturday, after school classes for high schoolers to help meet graduation requirements *Implement early dropout identification model (I)*	Adopted state plan on instructional technology Implemented student, teacher database network Implementing discount purchasing for software *Increase funds for software, increased access (I)* *Increase funds for resource network (G,C)*	*Study extended use of school facilities (G,C)* *Increase preschool, after school activities at school site (G,L,C)* *Increase community activities at school site (G)*	*Enhance undergraduate education (G)*
Formed dropout prevention task force Established interagency summer institute on at risk student issues Preschool models for handicapped students *In school suspension model programs (C)*	Pilot school information network Grants to encourage postsecondary institutions to obtain matching funds, computer equipment *Funds for statewide management network (I)*	Funding for construction resulting from school consolidations and district mergers	*Special incentive funding includes reducing faculty/student ratio (G,L,O)*
Alternative programs for dropout prevention to include early intervention, in-school suspension extended school day, school-to-work transition *Study model programs to improve readiness of at-risk youth (B)*	Funds for distance learning in state's most rural high schools Funds for distance learning for staff development	Increased state funds for school construction Forming state requirements for minimum school facility standards Commission on school facilities to allocate funds, to districts with critical needs, assess, report	Implementing increased college admissions standards
Dropout prevention initiative (B) *Expand pre-K program to include all at risk 4 year-olds (T)*	*Funds to extend instructional television network all secondary schools (I)* *Install statewide classroom management system (I)*	*Funding proposals to address facility needs (G,I)*	Strengthened college admissions standards New strategic planning process Developing campus-based student assessment and institutional effectiveness measures Revising higher ed commission structure
Pilot programs for at-risk preschoolers Dropout prevention conferences, media campaign Statewide testing, remediation for sixth graders Remedial program based on test results	Developed five year plan on use of ed technology in classrooms Expansion of distance learning via ETV Developing low-interest loans, equipment purchase Computers, training for all middle school teachers	Latchkey programs option available Schools must offer summer programs for at risk Technical assistance for facilities development Monitoring of physical, safety conditions *Expand use of facilities, non school purposes(I)*	Implementing individual campus assessment plans Faculty, curriculum development funds, linked to assessment
Statewide coordination of at risk preschool programs (I)	Expanded teacher training and technical assistance Computer labs for dropout prevention Distance learning for high school credit courses, K-12 enrichment, staff development	*Day care in school facilities (I)*	Identifying student outcomes in selected majors *Institutional, student, program assessment (T)* *New resource allocation process, includes indicators of quality (H)*

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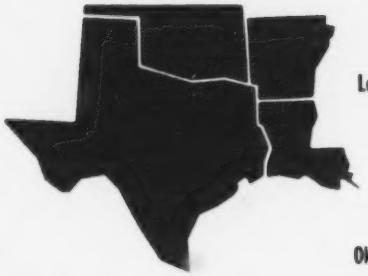
Highlights of State Education Policies: 1987–88

		Leadership and Management	Teaching	Parent Involvement and Choice
WEST SOUTH CENTRAL	**Arkansas**	Restructuring schools pilot project Expanded principal assessment, recognition program	Established commission on teaching excellence *Recommendations on minority teachers (G)* *Study of licensure process (B)* *Alternate route, five-year programs, increased liberal arts core and entry requirements (G)*	Technical assistance, community involvement
	**Louisiana**	*Train principals to implement statewide teacher evaluation system (G)* *Develop principal selection assessment tool (G)* *Training for school board members (L)* *School incentive program (G)*	Completed study on preparation and licensure *Develop statewide evaluation system (G)* *Tie evaluation to rewards and consequences (G)* *Fully fund internship program (G)* *Four-year plan to raise salaries (G)*	*Parent, private sector involvement in school improvement councils (G)* *Initiative to promote public support, review progress of education (G,T)*
	Oklahoma	Established a leadership academy		
	Texas	Adopted standards for professional development for district administrators that included instructional leadership, appraisal training, job specific and core knowledge skills *Administrator training (G,L)*	Added undergraduate major in an academic discipline Mandated internship for new teachers Revised licensure examination	Adopted parent involvement framework to help districts involve parents Developing guide to help involve parents of limited English-proficient students

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Readiness	Education Technology	School Facilities	College Quality
Pilot dropout prevention program for at-risk, unemployed youth Pilot school-to-work transition program Pilot interagency coordination for at risk youth *Preschool home instruction (G)*	Expanded number of computer-assisted and managed sites Expanded dissemination of state-owned software *Pilot exemplary h.s. microcomputer programs (G,C,O)*	Implementing facility inventory system	Increased admissions standards, placement tests *Student outcomes assessment (T)* *Commission review of quality, finance, governance issues (G)*
Identify and evaluate model pre-K programs (G) *Dropout identification and intervention (G)* *Pilot summer programs to prepare at-risk students for high school courses (G)* *Interagency services for dropout prevention (G)*	*Statewide data collection reporting via technology (G)* *Exemplary programs in educational technology (B)*	*Summer pilots for at risk youth (G)* *Summer dropout prevention pilots (G)*	Implementing campus-developed assessment of general ed outcomes Implementing college-h.s. feedback on performance *Defining role mission-institutions and systems (L)* *Reorganize higher ed governance (G)*
District authority to develop programs for at risk preschoolers (L) *Require local identification of at-risk students K-12 (L)*	Expanded electronic computer and teleconferencing networks Funding for satellite to extend distance learning Developed regulations for distance learning		Quality grants to improve instruction, research Reviewing institutional mission *Review admissions standards (H)* *Considering student assessment program, including rising junior exam (H)*
Adopted early identification policy, grades 1-12 Adopted policy to mandate remedial and support services, at-risk students grades 1-12 *Pilot coordination of Head Start, state pre-K and state day care programs (L,O)*	Required school, district technology plan development, implementation by 1990 Piloted training models for technology planning Piloted training models for teaching keyboarding *Developing long-range state technology plan (B)*	*Options for state funding of school facilities (G,L)*	Adopted basic skills assessment, implementation in 1989 Developing college-junior college-h.s. feedback on student performance *Defining role, mission (H)*

Highlights of State Education Policies: 1987–88

MOUNTAIN

	Leadership and Management	Teaching	Parent Involvement and Choice
Arizona	Expanded school awards to include secondary Pilot district fiscal accounting program *Alternative licensure for administrators (L)* *Restructuring and extended-year pilot projects (L)* *Establish statewide outcome goals (L,B)*	Adopted alternate route program Expanded career ladder pilot	Implementing parent involvement policy for homework, discipline, curriculum review *Statewide choice option for public schools (L)* *Parent involvement conference (D)*
Colorado	General, professional, and subject competency testing prior to permanent license (1990)	Adopted alternative admissions screening for minority teacher education candidates General, professional, and subject competency testing prior to permanent licensure *Alternate route, interstate reciprocity (L)*	Postsecondary choice for h.s. juniors and seniors
Idaho	Established leadership training Revewing administrator licensure standards	Set minimum passing scores for initial license	
Montana	Developing outcome-based accreditation standards *Require statewide annual standardized testing (B)*	Revised teacher licensure standards Implementing retraining program for shortage areas	Study of parent involvement in at-risk programs Requiring parent involvment in new accreditation standards
Nevada	Expanded leadership academy and assessment center Implementing effective schools program *School rewards/sanctions based on student performance (L)* *School site autonomy (L)*	Established independent licensure board Scholarships to attract students in teaching Teacher training to improve instruction in math, science, foreign language, and computer training *Incentive programs/merit pay (L)*	Parent involvement program, special ed preschool *Parent involvement, at-risk students (B,L)*
New Mexico	*Revise school finance procedures to provide more local control of budgeting and accounting (B,D)*	Revising educator licensure system *Improve teacher testing program (D)* *Establish job locator service (D)* *Improve preparation program evaluation (B,D)*	*Revise regulations for special ed guardians (B)*
Utah	Require annual administrator evaluation Pilot block grant funding option, rules waived *Study of local board effectiveness (L)* *Performance-based pay for administrators (L)* *Study need for statewide student assessment (L)*	Implementing educator evaluations *Mentor teachers (L)* *Establish state licensing board (L)* *Performance-based pay, differential staffing* (L)	Developing electronic reports to parents on student progress *Study choice option (L)* *Develop statewide plan for school volunteers (D)*
Wyoming		Teacher education program approval standards Started school/university partnership for interns *Five-year preparation program (O)*	

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Readiness	Education Technology	School Facilities	College Quality
Dropout prevention programs Launched student literacy initiative Statewide substance abuse prevention programs *At-risk pilot program for K-3 (L)* *Increase compulsory attendance age to 18 (L)*	*Distance learning instruction and administrative reporting for rural small schools (B)*	State funding for new junior/community colleges meeting school district needs *Performance audits for large districts (L)* *Extended year pilot (L)*	Campuses developing student assessment plans College performance of Ariz. h.s. grads reported to legislature *Revising mission statements (H)*
Preschool grant program for limited-English-proficient students (L)	Formed statewide committee to coordinate technology use *State coordinator for rural distance learning (D)*		Board approved revised statewide master plan Campuses developing individual assessment plans ***Revise, update campus master plans (H)*** ***Reward quality programs (H)*** ***Incentives for program discontinuance (L)***
Pilot programs for dropout identification, prevention, reconnection, and alternative programs (L)		Authorized use of school buildings by senior citizen groups	*Assessment of general ed, major field outcomes (H)*
Interagency coordination for handicapped preschoolers Planning comprehensive short- and long-range at-risk programs		Demonstration grants to provide public library services where lacking	Increased admissions standards *Student outcomes assessment (H)*
Alternative programs for dropout prevention and at-risk youth District plans required for class size reduction for K-3 *At-risk programs, dropout reconnection (B,L)*	*Study statewide distance learning (L)*	*Year-round school use to reduce class size (L)*	*Campus-developed assessment programs (H)*
Statewide screening for readiness in kindergarten Initiating studies of at-risk populations Implemented pilot models for at-risk youth Required local alternative remedial programs	Implementing pilot electronic network, districts, two-year postsecondary schools Undertaking ETV needs assessment	*Extended year for special education (D)* *Task force on facilities funding (T)*	Developing comprehensive five-year plan *Mission differentiation (H)* ***Assessment incentives through formula (H)*** ***Program review to include quality indicators (H)*** ***Strengthened admissions standards (H)***
Adopted preschool handicapped policy *Planning for at-risk student programs (D)*	Completed long-term plan for technology use Expanded funding, use of instructional technology *Distance learning statewide (D)* *Integrated distributive network (D)*	Encouraging inter-district cooperation and consolidation *Extended use of school facilities (L)* *Develop statewide master plan for community education (D)*	Campuses developing student assessment plans by late 1988 New guidelines for review of off-campus and external programs
Identifying and intervening with at-risk students required for accreditation *Programs for handicapped preschoolers (L)*	Developed regulations for distance learning		Developing h.s. math testing for college placement

Highlights of State Education Policies: 1987–88

		Leadership and Management	Teaching	Parent Involvement and Choice
PACIFIC	**Alaska**	Expanded leadership academy Assessment report and district level profiles	Rural mentor teacher project Tightened renewal regulations Staff development network *Considering alternate route (L)* *Improved teacher training programs (H)*	Adopted teacher training for parent involvement, special education, bilingual *Parenting training for students (D)*
	California	Expanded leadership academy Expanded school performance reports, added quality indicators Pilot financial management advisory committee *Review IEA fiscal plans if out of compliance (L)*	Formed interstate teacher assessment consortium with Connecticut *Revision of teacher licensing process (L)* *Require license for teaching 4- to 6-year olds (B)*	*Community-based programs to involve parents (C)* *Parent-student contracts (C)* *Parent education demonstration projects (C)*
	Hawaii	Delegated decisionmaking for teacher, administrator training to schools Required districts to issue school performance reports	School site discretion over state staff development funds Negotiated phased salary increases Expanded alternate route to counseling area	Expanded parent community network centers
	Oregon	Revised administrator licensure to include additional professional development Revising comprehensive education plan K-higher ed, public and private *School finance reform (L)*	Competitive grants for teacher empowerment projects at school sites Pilot mentor teacher programs Forgiveable loans to attract students to teaching Continuing professional development requirements	Parent as teacher education for parents of at-risk children, birth to 8 Parent involvement, state early childhood ed program *Expansion of parent education program (G,B)*
	Washington	Piloting six-year restructuring plan for teacher professionalization, student performance improvement	Require master's degree for continuing professional teaching license Testing standards for entry into and exit from professional teacher preparation program	Adopted policy encouraging parent involvement Initiated literacy training for eligible parents of children in early childhood programs *Expanding postsecondary choice for high school students (H)*

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Readiness	Education Technology	School Facilities	College Quality
Alternative schools initiative (G) *Dropout identification and tracking system (G)*	Funded computer networking of all K-12 courses School-based research on use of computers in writing, science *Review statewide distance learning plan (I)*	Adopted policy for identifying, disposing of excess facilities *Options for state funding of school construction (I)*	Restructuring postsecondary governance system
Issued task force report on school readiness Plans for coordination, reform, enhancement of categorical programs *Funds for at-risk preschoolers (C)*	*Software development with private publishers (C)*	*Reduce voter approval level to majority vote on local construction bond issues (I,C)* *Full funding of state share of school construction/rehabilitation (C)*	System-specific assessment report to legislature *Renewed master plan (I)* *Value-added assessment, performance budgeting (H)*
Pilot elementary counseling program Program to help students develop study skills Reduced kindergarten class size *After-school tutoring centers (D,I)* *Governor's environmental ed. summer camp (I)*	Implemented school library network 1988—Year of Telecommunications. Seed money for collaborative distance learning, technology plan	Pilot year-round schedule for at risk students and incarcerated youth Policy review, seed money for before- and after-school programs	Improve quality, enrichment of core courses in state master plan revision Campuses developing own assessment plans, performance measures, in exchange for budget flexibility
Interagency coordination for student retention Adopted preschool for at-risk children Mandated dropout monitoring and tracking system Building children's agenda through local task forces *Early warning system for potential dropouts (B)*	Study commission report on statewide integrated telecommunications network (video, voice, data) to be considered in next legislative session	*Year-round school use, other facilities options (T)* *Unification/consolidation of school districts (T)*	*Reviewing role of state colleges (I)*
Remedial intervention for at risk students Early outreach for minority college participation Early childhood education for at risk preschoolers	Established multiagency institute for applied technology	Legislative task force on school construction designing alternative funding proposals	Approved higher education master plan Developing campus multi-dimensional assessment Piloting value-added assessment project Increased admissions standards, four-year insts Expanding community college instruction

STATE-BY-STATE EDUCATION DATA

Since the current reform movement began in the early 1980s, it has been characterized by an orientation toward educational outcomes. This focus on hard results was sharpened by the Governors in *Time for Results*. But those concerned about student performance and the quality of instruction were made aware early on that the education database in this country was sorely deficient. As noted in last year's edition of *Results in Education*, answers to many basic questions could not be found. State-by-state comparisons were particularly difficult to obtain.

Over the last five years, the federal executive branch, Congress, Governors, state legislatures, and education associations have been acting to address these deficiencies. With this publication, significant improvements can be reported. In 1986, the National Academy of Sciences (NAS) completed its evaluation of the National Center for Education Statistics (NCES) in the U.S. Department of Education, recommending NCES take steps to upgrade the quality, timeliness, usefulness, and dissemination of its data. The Center had already been moving on these fronts. That year it unveiled a new survey system to provide more complete and detailed information about postsecondary education. It also identified and published key data items, or national education "indicators," in its annual publication, *The Condition of Education*. Since then, the Center has continued to overhaul its databases and refine its data-gathering capabilities. Last year, for example, steps were taken to obtain more consistent data across states on elementary and secondary school enrollment and resources. More recently, NCES inaugurated a survey to obtain information on teachers and courses in elementary and secondary schools on a regular basis.

Results in Education: 1987 identified several specific data deficiencies, particularly in student outcomes and dropout rates. Here, too, important progress can be reported.

Outcomes: For nearly two decades, the U.S. Department of Education-funded National Assessment of Educational Progress (NAEP) has collected national sample data on American students' knowledge and skills in such subjects as reading, mathematics, and science. A panel under former Governor Lamar Alexander of Tennessee recommended that these assessments be made state comparable. The Education Amendments of 1988 (P.L. 100-297) laid the foundation for this to happen by authorizing trial tests in volunteer states to be carried out in 1990 and 1992, concurrent with the regular national assessments. Congress also required an independent evaluation of the validity and accuracy of the test outcomes in these states in time for the next reauthorization of NAEP, five years hence. With Governors encouraging state participation in these trial tests, future NAEP outcomes will be more truly a "national report card."

Dropouts: At present there is no good indicator of success in retaining students in school, none, at least, that can be compared across states and over time for both states and the nation. To build such an indicator, federal and state officials have been working to better define a school dropout and to establish a reporting system on those who do not complete their education.

The Education Amendments of 1988 gave further impetus to this effort by requiring that NCES report annually to Congress on dropout/retention rates.

Currently, five states (Alaska, Connecticut, Hawaii, Tennessee, and Texas) do not collect dropout counts. Among the

forty-five states that do, formal definitions are used but variations exist in how these states identify and count dropouts. Moreover, some states have indicated the possibility within their states of inconsistent reporting by districts. To work toward the goal of a national reporting system on dropouts, Governors could encourage state participation in the Center's planned field test. They could also encourage their education agencies to work with NCES on refining the definition of a dropout, adopting it themselves, and giving better guidance to local education agencies on applying the definition.

The Education Amendments of 1988 also included a number of other provisions geared toward producing dramatic improvements in the U.S. education database. The new authorization requires NCES to do the following:

- issue regular reports on such education indicators as education outcomes and the supply and demand of teachers and other school personnel;
- regularly conduct a sample longitudinal study of elementary and secondary students to ascertain educational progress, economic prosperity, and transitions to and participation in higher education;
- carry out regular student financial aid surveys and, concurrently, longitudinal studies of college freshman and graduate students concerning their access to and progress and attainment in postsecondary education;
- conduct a study of the effects of higher standards prompted by school reform on enrollment and persistence, including the achievement and graduation rates of low-income, handicapped, limited English proficient, and educationally disadvantaged students; and
- authorize a federal-state cooperative education statistics system to produce comparable and uniform education information on schools; districts; students; enrollment; school libraries; teachers, librarians, and administrators; finance; and student outcomes, including test results.

Tables

The following pages present state education data by region. There are three categories of state information:

- student outcomes (e.g., achievement and attendance)
- education context (e.g., enrollment data and per student wealth)
- education inputs (e.g., per pupil expenditures and teacher salaries)

Some of the columns are empty because data on that variable are not currently collected by all states. As the body and quality of education data grow, future editions of *Results in Education* will present additional and improved indicators in this section.

State-By-State Education Data

OUTCOMES		Student Achievement	K-12 Public School Attendance Rate (Percent) 1984–85	K-12 Public School Attendance Rate (Percent) 1985–86	Public High School Graduation Rate (Percent) 1985	Public High School Graduation Rate (Percent) 1986	High School Dropout Rate	Student Status After High School	Public Satisfaction With Schools
NEW ENGLAND	Connecticut		96.1%	98.4%	82.7%	89.8%			
	Maine		94.2	96.6	78.7	76.5			
	Massachusetts		92.1	88.3	76.6	76.7			
	New Hampshire		93.8	95.6	75.5	73.3			
	Rhode Island		92.4	92.0	72.1	71.3			
	Vermont		93.3	97.0	77.4	77.6			
MID-ATLANTIC	Delaware		93.3	93.1	68.4	70.7			
	Maryland		91.7	88.7	77.6	76.6			
	New Jersey		92.9	92.7	78.3	77.6			
	New York		90.3	89.0	64.2	64.2			
	Pennsylvania		92.6	92.8	78.7	78.5			
MIDWEST	Illinois		93.7	94.0	75.5	75.8			
	Indiana		95.0	91.7	77.2	76.4			
	Michigan		N/A	N/A	69.1	67.8			
	Minnesota		94.6	95.7	91.5	91.4			
	Ohio		93.6	93.6	77.6	80.4			
	Wisconsin		94.8	92.6	86.1	86.3			
WEST NORTH CENTRAL	Iowa		95.5	95.4	89.1	87.5			
	Kansas		94.5	96.4	80.8	81.5			
	Missouri		N/A	N/A	76.8	75.6			
	Nebraska		95.6	95.6	87.4	88.1			
	North Dakota		96.0	93.6	90.6	89.7			
	South Dakota		95.5	95.8	83.6	81.5			
EAST SOUTH CENTRAL	Alabama		95.0	94.8	64.2	67.3			
	Kentucky		94.4	94.3	69.0	68.6			
	Mississippi		95.6	99.4	63.7	63.3			
	Tennessee		94.9	94.3	66.2	67.4			

		Student Achievement	K-12 Public School Attendance Rate (Percent)		Public High School Graduation Rate (Percent)		High School Dropout Rate	Student Status After High School	Public Satisfaction With Schools
			1984–85	1985–86	1985	1986			
SOUTH ATLANTIC	Florida		91.9%	92.3%	61.7%	62.0%			
	Georgia		94.7	95.9	63.0	62.7			
	North Carolina		94.4	94.4	70.4	70.0			
	South Carolina		96.0	95.8	63.4	64.5			
	Virginia		94.2	94.2	73.1	73.9			
	West Virginia		N/A	N/A	76.1	75.2			
WEST SOUTH CENTRAL	Arkansas		94.8	95.3	77.0	78.0			
	Louisiana		94.3	96.8	57.3	62.7			
	Oklahoma		94.6	94.6	73.5	71.6			
	Texas		90.5	N/A	66.0	64.3			
MOUNTAIN	Arizona		94.4	94.3	64.2	63.0			
	Colorado		96.1	96.0	74.0	73.1			
	Idaho		N/A	N/A	78.5	79.0			
	Montana		94.8	94.9	87.2	87.2			
	Nevada		94.3	96.7	70.9	65.2			
	New Mexico		95.0	95.5	73.4	72.3			
	Utah		94.6	94.7	81.4	80.3			
	Wyoming		95.7	94.5	82.3	81.2			
PACIFIC	Alaska		87.0	95.6	63.6	68.3			
	California		N/A	N/A	67.0	66.7			
	Hawaii		93.2	93.5	73.2	70.8			
	Oregon		93.8	90.8	74.5	74.1			
	Washington		93.7	93.7	76.1	75.2			

DEFINITIONS. *K-12 Public School Attendance Rate* = Average Daily Attendance (ADA) as a percentage of Average Daily Membership (ADM). *Public High School Graduation Rate* = The number of public high school graduates divided by the public ninth grade enrollment four years earlier. Ninth grade enrollments include a prorated portion of secondary school students who were unclassified by grade. Graduation rates were also corrected for interstate population migration. Information on the number of persons of graduation age receiving GEDs is not available. Recent data on private high school graduates are also not available by state. N/A = Not available.

SOURCES. K-12 Public School Attendance—*Digest of Education Statistics, 1987 and 1988 Editions*, National Center for Education Statistics, U.S. Department of Education. Public High School Graduation Rate—*State Education Statistics, 1988 Edition*, U.S. Department of Education. NOTE: The 1985 graduation rates have been changed from those published in the 1987 edition of *Results in Education* to reflect updated information on interstate migration as shown in the most current edition of *State Education Statistics*.

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State-By-State Education Data

CONTEXT		State Wealth Per 5-17 Year-Olds 1985	Percent Urban Population 1980	Percent Adults With 4 Years High School 1980	K-12 Public School Enrollment (thousands) Fall 1985	K-12 Public School Enrollment (thousands) Fall 1986	Enrollment Change (Percent) 1981-86	Ratio School Age to Adult Population (Percent) 1985	Ratio School Age to Adult Population (Percent) 1986	Number School Districts Fall 1985	Number School Districts Fall 1986	Percent School Districts With Fewer Than 1,000 Students Fall 1986
NEW ENGLAND	Connecticut	$113,955	79%	70.3%	459	465	−7.2%	23%	23%	165	165	29%
	Maine	66,760	48	68.7	206	211	−2.1	26	25	282	282	54
	Massachusetts	109,580	84	72.2	841	830	−11.9	22	21	396	396*	N/A
	New Hampshire	84,721	52	72.3	161	164	− 1	25	24	169	169	65
	Rhode Island	82,329	87	61.1	133	134	−6.1	22	22	40	40	23
	Vermont	68,780	34	71.0	90	92	−1.1	25	25	273	275	82
MID-ATLANTIC	Delaware	95,018	71	68.6	93	94	− .7	24	24	19	19	11
	Maryland	93,862	80	67.4	663	666	−6.4	24	24	24	24	0
	New Jersey	103,564	89	67.4	1110	1101	−7.7	24	23	604	604	48
	New York	111,856	85	66.3	2605	2589	−5.5	23	23	728	728	34
	Pennsylvania	81,023	69	64.7	1683	1674	−9.0	23	23	502	501	9
MIDWEST	Illinois	89,639	83	66.5	1805	1800	−5.1	26	26	993	993	62
	Indiana	71,231	64	66.4	966	966	−5.7	28	27	305	305	16
	Michigan	74,859	71	68.0	1682	1673	−6.7	28	27	565	565	30
	Minnesota	86,031	67	73.1	700	705	−3.1	26	25	436	436	64
	Ohio	77,225	73	67.0	1794	1794	−5.5	27	26	703	703	17
	Wisconsin	74,897	64	69.6	757	757	−4.5	26	26	432	432	54
WEST NORTH CENTRAL	Iowa	66,099	59	71.5	484	480	−6.8	26	26	436	436	76
	Kansas	81,225	67	73.3	410	416	+1.5	26	25	304	304	71
	Missouri	83,554	68	63.5	795	801	−2.2	26	25	542	544	68
	Nebraska	76,943	63	73.4	265	266	−2.3	27	26	927	927	92
	North Dakota	67,544	49	66.4	118	118	+ .8	28	27	310	310	86
	South Dakota	56,352	46	67.9	124	125	− .2	28	27	193	193	83
EAST SOUTH CENTRAL	Alabama	61,192	60	56.5	730	734	−1.3	28	28	130	130	3
	Kentucky	65,980	51	53.1	644	643	−2.4	28	27	178	178	20
	Mississippi	50,230	47	54.8	471	499	+5.7	31	32	154	154	6
	Tennessee	72,965	60	56.2	813	817	−2.4	26	26	142	142	10

* Fall 1985 data N/A = Not available

		State Wealth Per 5-17 Year-Olds 1985	Percent Urban Population 1980	Percent Adults With 4 Years High School 1980	K-12 Public School Enrollment (thousands) Fall 1985	K-12 Public School Enrollment (thousands) Fall 1986	Enrollment Change (Percent) 1981-86	Ratio School Age to Adult Population (Percent) 1985	Ratio School Age to Adult Population (Percent) 1986	Number School Districts Fall 1985	Number School Districts Fall 1986	Percent School Districts With Fewer Than 1,000 Students Fall 1986
SOUTH ATLANTIC	**Florida**	$ 91,909	84%	66.7%	1559	1603	+8.0%	20%	20%	67	67	1%
	Georgia	82,522	62	56.4	1079	1096	+3.8	28	28	186	186	10
	North Carolina	79,175	48	54.8	1086	1084	−2.1	25	25	140	140	3
	South Carolina	63,460	54	53.7	607	612	+.4	27	28	92	92	8
	Virginia	91,922	66	62.4	966	974	−1.5	24	24	138	138	8
	West Virginia	57,894	36	56.0	357	351	−6.9	27	27	55	55	0
WEST SOUTH CENTRAL	**Arkansas**	59,057	52	55.5	433	437	+.1	27	27	333	333	68
	Lousiana	77,137	69	57.7	790	794	+1.7	30	30	66	66	0
	Oklahoma	75,178	67	66.0	590	591	+1.8	27	26	634	613	82
	Texas	99,300	80	62.6	3087	3147	+9.3	29	29	1068	1067	58
MOUNTAIN	**Arizona**	83,790	84	72.4	548	535	+5.4	26	26	218	218	51
	Colorado	101,654	81	78.6	549	556	+2.6	25	25	177	177	62
	Idaho	52,829	54	73.7	209	208	+1.9	33	32	116	116	57
	Montana	61,579	53	74.4	154	153	−.1	28	28	549	549	94
	Nevada	115,033	85	75.5	155	161	+6.5	21	23	17	17	29
	New Mexico	68,987	72	68.9	277	282	+5.2	31	30	88	88	56
	Utah	52,948	84	80.0	403	416	+17.0	41	41	40	40	18
	Wyoming	111,856	63	77.9	103	101	+1.4	31	30	49	49	45
PACIFIC	**Alaska**	173,445	64	82.5	107	108	+18.8	31	31	55	55	75
	California	106,041	91	73.5	4255	4378	+8.2	24	25	1087	1087	51
	Hawaii	96,358	86	73.8	164	164	+1.1	26	25	1	1	0
	Oregon	73,568	68	75.6	446	448	−1.7	26	25	306	306	67
	Washington	82,697	73	77.6	748	759	+1.5	26	25	297	297	55

SOURCES State Wealth—Calculated from "Provisional Gross State Estimates," U.S. Bureau of Economic Analysis, 1986, and *Statistical Abstract of the United States, 1987 Edition*, U.S. Bureau of the Census. Percent Urban—*Statistical Abstract of the United States, 1987 and 1988 Editions*, U.S. Bureau of the Census. Percent Adults with 4 Years of High School—*Digest of Education Statistics, 1987 Edition*, National Center for Education Statistics, U.S. Department of Education. K-12 Enrollment—*State Education Statistics, 1987 Edition*, U.S. Department of Education, and *EDFABS Public School Student Membership and Staff, 1986-87, Final Tabulations, 1988*, National Center for Education Statistics, U.S. Department of Education. Enrollment Change—*Digest of Education Statistics, 1988 Edition*, National Center for Education Statistics, U.S. Department of Education. Ratio School Age to Adult—*Statistical Abstract of the United States, 1987 and 1988 Editions*, U.S. Bureau of the Census. School Districts—*Directory of Public Elementary and Secondary Education Agencies, 1987*, and *Public Education Agency Universe, 1986-87, Final Tabulations, 1988*, National Center for Education Statistics, U.S. Department of Education.

STATE-BY-STATE EDUCATION DATA

CONTEXT, Continued

		Percent Limited English Proficient Age 5-17	Percent Minority Students in Public Elementary and Secondary Schools		Percent Students Receiving Free Lunch		Enrollment in Institutions of Higher Education (thousands)		Percent Minority Students in Institutions of Higher Education	
			Fall				Fall		Fall	
		1982	1984	1986	1985–86	1986–87	1985	1986	1984	1986
NEW ENGLAND	Connecticut	4.1%	18.7%	22.8%	14%	14%	159	158	8.3%	9.4%
	Maine	2.1	1.4	1.7	18	18	52	46	1.4	3.8
	Massachusetts	3.5	13.4	16.3	16	17	421	418	8.0	9.6
	New Hampshire	1.5	1.6	2.0	9	9	52	54	2.7	3.1
	Rhode Island	4.0	11.6	12.1	19	19	70	70	5.9	6.5
	Vermont	.9	1.1	1.6	14	14	31	32	2.1	2.4
MID-ATLANTIC	Delaware	1.3	29.2	31.7	18	19	32	34	12.6	13.6
	Maryland	1.0	41.9	40.3	17	18	232	233	21.5	21.1
	New Jersey	4.8	30.3	30.9	17	18	298	295	18.2	19.2
	New York	6.5	35.6	31.6	28	30	1000	1006	20.8	22.5
	Pennsylvania	1.4	15.4	15.6	18	20	533	546	9.4	9.4
MIDWEST	Illinois	3.6	35.2	30.2	23	24	679	687	19.4	22.8
	Indiana	1.0	13.1	11.3	14	15	251	250	8.2	8.3
	Michigan	1.1	20.4	23.6	16	17	507	520	12.7	12.6
	Minnesota	.9	6.6	6.1	15	16	221	227	3.9	4.2
	Ohio	.9	16.2	16.9	18	18	515	520	10.1	9.6
	Wisconsin	.9	11.4	13.4	15	17	275	284	6.3	6.5
WEST NORTH CENTRAL	Iowa	.7	4.0	5.4	17	19	153	155	4.3	4.4
	Kansas	1.3	11.9	14.4	16	18	141	143	8.7	8.9
	Missouri	.5	17.8	16.6	21	23	241	246	10.5	10.4
	Nebraska	.9	7.6	8.6	17	18	98	100	5.1	5.4
	North Dakota	2.1	7.5	7.6	17	19	38	37	5.2	5.5
	South Dakota	3.2	7.6	9.4	27	30	33	31	7.6	6.4
EAST SOUTH CENTRAL	Alabama	.2	36.0	38.0	35	37	179	181	22.8	22.6
	Kentucky	.2	11.0	10.8	30	32	142	145	8.8	7.2
	Mississippi	.3	50.7	56.1	51	54	101	101	30.1	30.3
	Tennessee	.3	21.5	23.5	26	27	195	197	15.8	16.0

		Percent Limited English Proficient Age 5-17	Percent Minority Students in Public Elementary and Secondary Schools Fall		Percent Students Receiving Free Lunch		Enrollment in Institutions of Higher Education (thousands) Fall		Percent Minority Students in Institutions of Higher Education Fall	
		1982	1984	1986	1985-86	1986-87	1985	1986	1984	1986
SOUTH ATLANTIC	Florida	3.1%	32.3%	34.6%	25%	27%	451	477	21.3%	21.7%
	Georgia	.4	37.0	39.3	27	29	197	195	21.5	20.5
	North Carolina	.3	33.8	31.6	25	26	327	323	20.6	20.5
	South Carolina	.3	41.5	45.4	33	33	132	134	22.2	21.3
	Virginia	.8	27.6	27.4	17	18	292	308	17.3	17.6
	West Virginia	.2	4.6	4.1	27	29	77	77	5.2	5.0
WEST SOUTH CENTRAL	Arkansas	.3	26.2	25.3	29	30	78	79	16.8	15.1
	Lousiana	2.5	44.5	43.5	41	46	177	171	26.7	27.6
	Oklahoma	1.3	23.7	21.0	20	23	169	171	12.7	14.1
	Texas	11.8	43.3	49.0	25	29	770	776	25.4	27.7
MOUNTAIN	Arizona	10.9	37.7	37.8	20	24	217	227	17.0	17.7
	Colorado	3.7	23.5	21.3	14	16	161	177	10.8	15.4
	Idaho	1.8	6.5	7.4	17	19	43	45	4.7	4.3
	Montana	1.3	14.6	7.3	15	18	36	35	6.3	6.9
	Nevada	2.5	21.7	22.6	10	11	44	47	12.3	12.4
	New Mexico	16.5	55.0	56.9	32	36	68	80	33.5	36.1
	Utah	1.8	6.6	6.3	12	14	104	106	5.2	5.3
	Wyoming	1.5	9.8	9.3	11	13	24	24	4.0	5.0
PACIFIC	Alaska	6.1	25.5	34.3	13	14	27	27	14.9	15.0
	California	10.5	48.0	46.3	24	26	1650	1732	29.6	31.4
	Hawaii	6.7	77.0	76.5	23	24	50	52	70.7	69.1
	Oregon	1.5	9.5	10.2	17	18	138	145	7.3	7.8
	Washington	2.0	14.6	15.5	15	17	232	242	9.8	11.2

SOURCES: Limited English Proficient Students—Calculated from "Numbers of Limited English Proficient Children: National, States, and Language-specific Estimates," U.S. Department of Education, 1987 and *Statistical Abstract of the United States, 1987 Edition*, U.S. Bureau of the Census. Percent Elementary and Secondary School Minority Students—"Elementary and Secondary Schools Civil Rights Survey, State Summaries of Projected Data," 1984 and 1986, Office for Civil Rights, U.S. Department of Education. Percent Free Lunch Students—Calculated from data provided by Food and Nutrition Service, U.S. Department of Agriculture and by the National Center for Education Statistics, U.S. Department of Education, 1987 and 1988. Higher Education Enrollment—*Digest of Education Statistics, 1987 and 1988 Editions*, National Center for Education Statistics, U.S. Department of Education. Percent Higher Education Minority Enrollment—*Ibid.* (Note: Racial data are collected biennially.)

STATE-BY-STATE EDUCATION DATA

INPUTS		Current Expenditures Per Pupil		Pupil/Teacher Ratio		Average Teacher Salary		Percent Minority Teachers	Expenditures Per Student at Public Institutions of Higher Education		Average Faculty Salary at Public Institutions of Higher Education
		1986	1987	1986	1987	1986	1987		1984–85	1985–86	1985–86
NEW ENGLAND	Connecticut	$4,888	$5,552	14.0	13.7	$26,610	$28,902		$6,239	$8,902	$36,470
	Maine	3,346	3,650	14.5	15.5	19,583	21,257		7,260	8,898	27,363
	Massachusetts	4,255	4,856	14.9	14.4	26,800	28,410		5,482	7,643	35,452
	New Hampshire	3,115	3,386	15.9	15.9	20,263	22,011		6,137	8,814	29,161
	Rhode Island	4,669	4,574	15.1	15.0	29,470	31,079		7,311	8,876	31,394
	Vermont	3,554	4,459	14.1	N/A	20,796	21,835		10,149	12,992	30,956
MID-ATLANTIC	Delaware	4,517	4,776	16.2	16.0	24,624	27,467		8,075	9,984	32,718
	Maryland	4,349	4,659	17.5	17.1	26,800	28,893		6,872	8,573	32,667
	New Jersey	5,544	6,120	15.0	14.7	27,170	28,718		6,509	8,987	35,057
	New York	5,616	6,299	15.8	15.4	30,490	32,000		7,417	9,211	36,879
	Pennsylvania	4,235	4,752	16.6	16.3	25,853	27,422		7,083	10,262	31,657
MIDWEST	Illinois	3,621	3,980	17.8	17.4	26,897	28,238		6,154	7,899	32,488
	Indiana	2,973	3,379	18.6	18.3	24,325	26,083		7,285	10,991	30,319
	Michigan	3,789	3,954	20.6	20.2	30,067	31,500		6,923	9,976	34,268
	Minnesota	3,864	4,241	17.1	17.4	27,360	28,340		7,472	10,295	34,404
	Ohio	3,547	3,769	18.3	18.1	24,518	26,288		6,676	9,696	33,748
	Wisconsin	4,168	4,701	16.5	16.3	26,347	27,976		7,186	9,677	31,736
WEST NORTH CENTRAL	Iowa	3,568	3,740	15.3	15.5	21,690	22,603		7,642	11,937	29,442
	Kansas	3,914	4,137	15.4	15.4	22,644	23,427		6,952	9,495	29,766
	Missouri	3,155	3,345	16.5	16.4	21,945	23,468		5,784	8,217	29,508
	Nebraska	3,285	3,437	15.0	15.1	20,939	22,063		6,680	9,460	28,263
	North Dakota	3,059	3,209	15.2	15.3	20,816	21,284		7,011	9,656	28,241
	South Dakota	2,967	3,190	14.9	15.6	18,095	18,781		6,236	7,848	26,784
EAST SOUTH CENTRAL	Alabama	2,508	2,610	20.2	19.8	23,040	23,500		7,020	10,111	30,132
	Kentucky	2,853	3,107	19.2	18.6	20,948	22,612		8,002	10,756	28,359
	Mississippi	2,305	2,534	18.1	19.0	18,472	19,447		6,329	9,034	24,562
	Tennessee	2,533	2,842	20.3	19.9	21,384	22,627		6,614	9,823	30,127

		Current Expenditures Per Pupil		Pupil/Teacher Ratio		Average Teacher Salary		Percent Minority Teachers	Expenditures Per Student at Public Institutions of Higher Education		Average Faculty Salary at Public Institutions of Higher Education
		1986	1987	1986	1987	1986	1987		1984–85	1985–86	1985–86
SOUTH ATLANTIC	Florida	$3,731	$4,056	17.6	17.5	$22,250	$23,785		$6,570	$7,593	$29,526
	Georgia	2,980	3,167	18.8	18.9	23,046	24,200		8,021	10,582	31,356
	North Carolina	3,366	3,473	18.8	18.7	22,340	23,775		7,503	9,235	31,444
	South Carolina	2,912	3,005	17.5	17.3	21,595	23,190		8,001	11,156	29,251
	Virginia	3,210	3,809	16.9	16.8	23,095	25,473		6,788	10,836	31,638
	West Virginia	2,821	2,959	15.7	15.3	20,627	21,446		5,760	7,514	27,105
WEST SOUTH CENTRAL	Arkansas	2,642	2,795	17.5	17.5	19,519	19,904		7,192	10,085	28,088
	Lousiana	3,046	3,237	18.5	18.5	20,303	20,054		6,133	8,106	27,709
	Oklahoma	2,867	2,701	16.6	16.9	21,419	22,060		4,969	7,881	29,972
	Texas	3,384	3,584	17.3	17.3	24,463	24,588		6,712	8,986	31,311
MOUNTAIN	Arizona	2,829	2,784	19.6	18.4	24,680	25,972		6,601	8,419	34,450
	Colorado	3,740	4,129	18.4	18.2	25,892	27,387		7,079	10,031	31,220
	Idaho	2,390	2,555	20.3	20.4	20,969	21,480		7,524	9,634	28,588
	Montana	4,337	4,070	15.9	15.6	22,482	23,206		5,422	6,738	28,451
	Nevada	3,142	3,768	20.0	20.4	25,610	26,960		6,405	7,877	32,404
	New Mexico	3,374	3,537	18.8	19.0	21,817	23,977		8,136	10,008	29,715
	Utah	2,297	2,455	23.6	23.4	22,603	23,035		8,477	12,333	31,664
	Wyoming	5,479	6,229	14.1	14.0	27,224	28,103		9,552	11,933	32,065
PACIFIC	Alaska	8,044	8,842	15.8	16.7	41,480	43,970		17,164	16,654	43,463
	California	3,573	3,751	23.1	23.0	29,130	31,219		7,155	9,557	39,636
	Hawaii	3,766	4,372	22.6	22.6	25,845	26,815		7,886	9,743	31,027
	Oregon	4,123	4,236	18.2	18.3	25,660	26,690		7,233	10,222	28,838
	Washington	3,705	3,808	20.7	20.5	26,209	27,527		7,458	9,564	30,924

DEFINITIONS: *Current Expenditures Per Pupil* = Expenditures for operating local public schools, excluding capital outlays and interest on debt, divided by the average daily attendance. *Pupic/Teacher Ratio* = The number of public elementary and secondary students divided by the number of full-time equivalent teachers employed in these schools. *Expenditures Per Student* = Total current-fund expenditures in 2- and 4-year public institutions of higher education divided by total full-time-equivalent enrollment in these institutions. Current funds are monies spent to meet current operating costs and exclude capital outlays and debt service. *Average Faculty Salary* = Average salary of full-time instructional faculty on 9-month contracts. N/A = Not available.

SOURCES: Current Expenditures Per Pupil—*Statistical Abstract of the United States, 1987 and 1988 Editions*, U.S. Bureau of the Census. Pupil/Teacher Ratios—*State Education Statistics, 1988 Edition*, U.S. Department of Education. Average Teacher Salary—*Ibid.* Expenditures Per Student—*Digest of Education Statistics, 1987 and 1988 Editions*, National Center for Education Statistics, U.S. Department of Education. Average Faculty Salary—*Ibid.* (Note: This is a biennial survey.)

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